UNITED
NATIONS

DP

Governing Council
of the
United Nations
Development Programme

Distr.
GENERAL

DP/1992/15
18 March 1992

ORIGINAL: ENGLISH

Thirty-ninth session
4-29 May 1992, Geneva
Item 3 of the provisional agenda

PROGRAMME-LEVEL ACTIVITIES

The private sector in development: the role of UNDP

Report of the Administrator

I. BACKGROUND

1. This report is submitted in accordance with Governing Council decision 91/11 of 25 June 1991. The decision noted, inter alia, the establishment within the United Nations Development Programme (UNDP) of the Division for the Private Sector in Development (DPSD). In this decision, the Council also requested that the Administrator submit a report to its thirty-ninth session on the role, strategy and comparative advantage of UNDP in the area of the private sector, as well as on UNDP relations with other organizations and specialized agencies of the United Nations system.

2. General Assembly resolution 45/188, entitled "Entrepreneurship", welcomed the contribution of the United Nations system in helping Member States to promote entrepreneurship and requested the Director-General for Development and International Economic Cooperation to include in his annual report on operational activities a section on activities undertaken by the United Nations system to promote entrepreneurship in economic development.

3. General Assembly resolution A/RES/46/166 also recognized the important role that technical cooperation plays in assisting Governments to promote entrepreneurship. It recognized further the central funding role of UNDP in programming that responds directly to national conditions and development priorities. The resolution noted the establishment of the Division for Private Sector in Development and the fact that the Governing Council had already allocated resources, including Special Programme Resources (SPR), to promote private sector development during the fifth programming cycle. The

resolution invited the Director-General for Development and International Economic Cooperation to give due attention to the coordination of activities of the United Nations system in supporting entrepreneurship through relevant United Nations bodies and organizations, including UNDP/DPSD, and to report on a biennial basis on the activities undertaken by the system in this area.

4. The private sector is now being assigned a central role in the development strategies of nations. These strategies include mobilizing entrepreneurs to achieve self-sustaining growth in national development efforts. This world-wide trend was reflected in the national development plans of many countries reviewed by UNDP field offices in preparations for the fifth programming cycle.

5. The above General Assembly resolutions are both a result of, and impetus to, this trend. The General Assembly has assigned UNDP a special role in the implementation of these resolutions in view of the important role technical cooperation can play in this effort, the central funding role of UNDP in this regard, and the fact that UNDP cooperation takes into account national conditions and development priorities.

6. While the strategic objectives and policy options related to the role of the United Nations system in the promotion of private sector development are well identified in the General Assembly resolutions cited, achieving these objectives will be difficult and complex. It requires sustained efforts to transfer and adapt the required skills and knowledge. It further requires the development of concepts and modalities tailored to the particular needs of each country, taking fully into account indigenous social, economic, political and cultural conditions, a comprehensive programming approach and the mobilization of all partners - public and private - in national development.

7. UNDP, in cooperation with other United Nations agencies and organizations, has assisted a variety of private sector-related activities in response to requests of Governments arising from major changes in their development strategies. It is now necessary for UNDP support in this area to become more focused, more innovative and more effective. To this end, DPSD has been established to act as the focal point for private sector-related activities and as UNDP's interlocutor with the United Nations development system. The allocation of $4 million in SPR funds will support private sector initiatives of a catalytic nature during the fifth cycle. Communication with and coordination of United Nations system activities dealing with private sector development will be strengthened by UNDP involvement at the country level through the respective resident representatives and resident coordinators with support from DPSD.

II. UNDP COMPARATIVE ADVANTAGE

8. In decision 90/34, the Governing Council asked UNDP to promote human development in its programmes. The essence of human development is the process of enlarging people's choices. The private sector can play a key role

in this process by encouraging human creativity, expanding economic and social options and broadening the participatory nature of the development process.

9. As a politically and sectorally neutral partner of developing countries, UNDP is uniquely positioned to assist Governments to mobilize the capacity of the private sector in support of human development. In helping to build partnerships between Governments and the private sector, the approach of UNDP will be guided by its unique mandate to build national capacity in the six areas of focus listed in decision 90/34 including poverty alleviation, the environment, women in development, and management development. Furthermore, through its central funding role, UNDP can assist specialized agencies of the United Nations system in incorporating private sector development concepts in their cooperation with Governments.

10. This comparative advantage is strengthened by the ability of UNDP to draw on the expertise within the United Nations system and private sector entities including the services of high-level volunteer advisers from the business community. The UNDP network of field offices also provides a source of up-to-date information on efforts in various countries to deregulate their economies and to stimulate private sector participation. UNDP can facilitate the exchange of information about these experiences between developing countries through the concept of technical cooperation among developing countries (TCDC). The UNDP country programme, moreover, based on a continuing policy dialogue between the Government and UNDP, can serve as the framework for the technical assistance needed for entrepreneurship and private sector development.

11. The United Nations International Short-Term Advisory Resources (UNISTAR), which provides high-level volunteer advisers mainly from the business community in industrialized countries, is a unique mechanism in UNDP for providing cost-effective multilateral advice in support of private sector initiatives in developing countries.

III. STRATEGY

12. UNDP strategy for the private sector in development builds upon the comparative advantage identified above as well as lessons learned from previous UNDP technical cooperation activities related to the private sector. These include:

(a) Special attention should be given to the role of the Government in formulating policies that support private initiatives;

(b) The exchange of experiences in private sector development should be encouraged among developing country Governments;

(c) The private sector should be made more aware of the issues of human development, gender discrimination, environmental concerns and social responsibility;

(d) In small and medium-sized enterprises, both formal and informal, emphasis should be placed on identifying real needs, devising practical solutions, providing necessary skills and assisting key individuals and institutions;

(e) The seeming dichotomy between social good and corporate profit should be addressed through regular dialogue; and

(f) The capacity of the United Nations development system should be enhanced and coordination improved.

13. In compliance with the relevant General Assembly resolutions and Governing Council decisions, and based on the expressed needs of Governments, a two-pronged strategy has been developed for the fifth cycle. This will be further elaborated by feedback from Governments, field offices and United Nations system organizations and agencies.

14. The first prong of the strategy seeks to create a favourable environment for private investment and business. This will be done by reviewing legislation, regulatory procedures and fiscal and trade systems. Advice should be given on how best to formulate policies that are supportive of private investment and the growth of entrepreneurial capacity. In addition, those areas of the public sector that deal with the private sector will be strengthened.

15. The strategy's second prong will support the development of the intellectual infrastructure, institutions and skills needed to expand and improve efficiency in the private sector. This will include:

(a) The provision of necessary knowledge and skills to mobilize national and external resources for investment, including venture capital funds and joint ventures;

(b) The establishment of frameworks and strategies for comprehensive privatization programmes;

(c) Assistance to small and medium-sized businesses by supplying appropriate training, technology, industrial parks and subcontracting mechanisms;

(d) The provision of expert advice on capital market development, including the establishment of stock exchanges and other market mechanisms; and

(e) Improvement in management and performance of State-owned enterprises.

16. The strategy will be implemented with full consideration of activities as trade promotion, market information systems, management training, industrial development and fiscal and monetary reforms funded through country, regional, interregional and global programmes, and through such other sources as the World Bank and the development banks.

17. The strategy emphasizes the need to incorporate the informal sector into the organized formal sector through credit development and skills training for small enterprises and the self-employed. In conjunction with business associations, women's groups and concerned non-governmental organizations (NGOs), UNDP private sector-related activities will raise awareness of issues concerning women in development, the environment and poverty alleviation.

18. In providing this support, national execution will be the preferred modality wherever possible. At the same time, specialized inputs will be provided from UNDP and the United Nations system. The use of national advisers and consultants will be supplemented by international expertise as needed. The offices of the resident representatives and resident coordinators will be strengthened with support from nationally engaged volunteer private sector advisers. These national advisers could assist in identifying opportunities for cooperation on the subject with other countries under the concept of TCDC and the idea of twinning of enterprises for mutual benefit and exchange of experience and know-how. Training workshops and study tours will develop the human resources needed to sustain this effort. The country programme will be the main vehicle for private sector development. It will be designed to ensure linkage between different activities and to ensure that they are carried out in the most effective sequence. A trust fund has also been established by the Administrator to mobilize additional resources needed from both private and public sources. Seed money provided by UNDP to formulate comprehensive programmes related to the private sector will assist Governments to secure additional resources from multilateral and bilateral sources. UNDP will cooperate in the establishment of creative and innovative investment schemes adapted to local conditions, while meeting the standards required by foreign and national investors.

19. Another feature of the UNDP strategy is the adaptation of proven concepts to the particular conditions of a country, testing them through pilot projects and disseminating the results in the form of modules readily available for reference and replication in other countries. For example, the venture capital concept which provides equity financing for small and medium-sized enterprises is being tested and is being replicated elsewhere. Another concept is the "Turn-Around Management" of government-owned enterprises designed to improve performance and facilitate privatization through a phased programme that switches public enterprises to commercial management. Included in these concepts are guarantees to facilitate access to credit for small enterprises run primarily by women in developing countries.

20. All of these concepts, approaches and modules are being integrated into a comprehensive reference service comprising a database of high-level experts and consultants, including national and international volunteer advisers. The service will link up with those of other United Nations system organizations to facilitate communication and coordination. This will help to ensure that UNDP technical cooperation will continue to be innovative and prompt. Finally, the evolving role of the private sector will require continuous monitoring and evaluation.

IV. RELATIONS WITH OTHER ORGANIZATIONS AND AGENCIES OF THE UNITED NATIONS SYSTEM

21. UNDP is fully aware of the importance of strengthening coordination and communication among United Nations system agencies and other organizations involved in matters relating to the private sector. At the field level, efforts are being made by resident representatives and resident coordinators to involve all agencies concerned in the development of the private sector components of the country programme. Similarly, efforts are being made to link UNDP technical cooperation to World Bank and regional bank investment programmes dealing with business development and entrepreneurship promotion to maximize the effective use of resources and to avoid unnecessary duplication.

22. DPSD has sent missions to meet with officials from the United Nations Industrial Development Organization (UNIDO), the International Labour Organisation (ILO), the United Nations Conference on Trade and Development (UNCTAD), the International Trade Centre (ITC), the International Finance Corporation (IFC), the World Bank, the International Telecommunication Union (ITU) and the World Intellectual Property Organization (WIPO) to harmonize approaches and exchange information on relevant experiences.

23. UNDP is actively supporting a number of initiatives and joint programmes with the Department of International Economic and Social Affairs, IFC, the Multilateral Investment Guarantee Agency (MIGA), the United Nations Centre on Transnational Corporations (UNCTC), the World Bank, ILO, UNIDO and ITC. In collaboration with the World Bank, IFC, and MIGA, UNDP has been involved in the creation of facilities that are intended to promote the efficiency of the private sector. Various project development facilities (African Project Development Facility, Pacific Project Development Facility, Investment Feasibility Study Facility) are designed to help entrepreneurship development and investment promotion. A UNDP technical cooperation programme, collaborating with IFC/MIGA and executed by the Foreign Investment Advisory Services (FIAS), is targeting improvement in the environment and facilitating foreign direct investment. The African Management Services Company (AMSCO) has been set up in cooperation with UNDP and IFC to improve the management and financial viability of enterprises in Africa.

24. The Investment Feasibility Study Facility, managed by the Investment Development Office, promotes UNDP pre-investment funded activities. It is now fully integrated with DPSD and is being utilized in full cooperation with the Food and Agriculture Organization of the United Nations (FAO) investment centre, UNIDO, ILO, ITC and the United Nations Educational, Scientific and Cultural Organization (UNESCO).

25. UNDP and UNIDO have had discussions regarding the involvement of UNIDO Country Directors in the promotion of the private sector in industrial development. This will further increase the capacity of the United Nations system to work effectively at the country level. UNDP and UNIDO are also collaborating on the organization and follow-up of a large number of "investment forums" held with success in many countries to promote investment, joint ventures and business development.

26. UNDP and ILO are developing modules for human resource development and entrepreneurship training in the private sector. This includes collaboration with employers and labour associations and with such intermediary groups as chambers of commerce and industry. UNISTAR activities have been fully integrated into DPSD. Requests for these high-level volunteer advisers, mainly from the business community, have grown threefold since 1990 and the number of UNISTAR-type missions have more than doubled in the 1990-1991 period. The base for recruitment of the volunteer advisers has widened considerably to cover different regions of the world. It is expected that the demand for these services will continue to expand rapidly during the fifth cycle with the inclusion of more countries in the sphere of UNISTAR activity. The growth of UNISTAR and the increase in demand for DPSD's substantive inputs and activities in support of private sector development will require additional staff to ensure a sustained and effective effort. While the Administrator will try to satisfy requirements within existing UNDP resources, this issue will be kept under review.

27. Drawing on its particular comparative advantage and the strategy outlined above, UNDP will continue to strengthen its cooperation with relevant United Nations system partners and with other organizations in order to maximize the effective use of resources and to bring the development of the private sector into the mainstream of the development process.

UNITED
NATIONS

DP

Governing Council
of the
United Nations
Development Programme

Distr.
GENERAL

DP/1992/16
24 March 1992

ORIGINAL: ENGLISH

Thirty-ninth session
4-29 May 1992, Geneva
Item 3 of the provisional agenda

PROGRAMME-LEVEL ACTIVITIES

Micro-capital grants

Report of the Administrator

SUMMARY

This report has been prepared in response to Governing Council decision 90/15 of 22 June 1990 on micro-capital grants. It summarizes the various initiatives taken in order to enhance UNDP understanding and knowledge of micro-capital support since the adoption of decision 90/15; addresses the role of such support in human development strategies; reviews UNDP experience to date with micro-capital assistance and the lessons learned; and, finally, reports on follow-up actions being prepared to facilitate the implementation of micro-capital assistance in the future.

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INTRODUCTION

1. The present report on UNDP micro-capital assistance has been prepared in response to Governing Council decision 90/15 adopted at the thirty-seventh session in June 1990. 1/ In this decision, the Governing Council endorsed the concept of micro-capital support in association with technical cooperation programmes. It also authorized the Administrator to implement relevant activities using existing mechanisms for support to local grass-roots initiatives, while avoiding involvement of UNDP field offices in the direct management of such activities. The Administrator was further authorized to seek co-financing at the local level as well as the involvement of the community and local non-governmental organizations (NGOs).

2. Since the adoption of this decision, several reviews of UNDP experience to date in this area have been carried out, including a survey based on a questionnaire sent to all UNDP field offices in September 1991, a review of selected examples of UNDP projects with micro-capital components, as well as a separate review of the United Nations Volunteers programme (UNV) as a channel for micro-capital assistance. In addition to these specific initiatives and the valuable experience gained through programmes supported by the United Nations Capital Development Fund (UNCDF), lessons have also been drawn from separate evaluations of the Partners in Development Programme and the Africa 2000 Network, as well as a regional meeting of Grass-roots Initiatives Support Fund (FAIB) projects in Lomé, Togo, in September 1991. Together with a UNDP policy discussion paper prepared in 1989 entitled "Credit for the Poor", these various initiatives have all contributed to a strengthening of UNDP's understanding and knowledge of micro-capital assistance; this understanding and knowledge will, in turn, provide the basis for guidelines to be sent to the field offices in 1992.

I. THE ROLE OF MICRO-CAPITAL ASSISTANCE (MCA) IN HUMAN DEVELOPMENT STRATEGIES

3. All the studies cited above support the view that there is a widespread unmet demand for MCA. There seems also to be a consensus that MCA may be a useful and effective tool in efforts to reach out to the poor segments of populations, in both rural and urban areas, especially with regard to improving their access to income and employment opportunities. As a flexible tool, MCA can be used to support a wide variety of activities, from building social infrastructure in a rural village to providing credit in order to start up a micro-enterprise in an urban slum. In particular, when used in combination with technical cooperation, MCA may form an important instrument in a strategy of promoting human development and making it the central operational concern. In this regard, a separation between technical cooperation and capital assistance may appear quite artificial, not least in connection with efforts aimed at poverty alleviation and grass-roots participation, inasmuch as poor or disadvantaged people will often need more than just new skills or new knowledge in order to improve their own

situation: they will also need the means to apply these gained advantages to good effect.

II. UNDP EXPERIENCE TO DATE WITH MICRO-CAPITAL ASSISTANCE

4. The survey of UNDP involvement in MCA activities carried out during September-November 1991 showed that there is widespread interest for this concept among UNDP resident representatives, especially with regard to its potential role in poverty alleviation strategies. In line with this interest, many resident representatives indicated that their offices have taken steps to initiate new micro-capital support projects in the fifth cycle.

5. Of the 55 field offices that responded to the questionnaire by 25 November 1991, 25 reported that micro-capital assistance activities had already been started during the fourth cycle. Eighteen of these were located in the Africa region. In the Arab States and Europe, on the other hand, 15 of 16 field offices responded that they had not yet initiated any MCA projects. In the Asia and Pacific and the Latin America and Caribbean regions, there seemed to be a more equal distribution between UNDP field offices with and without MCA experiences. Of the 71 reported projects for all regions combined, 6 were projects supported by the United Nations Development Fund for Women (UNIFEM) and 4 by the United Nations Capital Development Fund (UNCDF). The most widely reported intermediary or channeling organizations were banks and NGOs.

6. Forty-two reported projects, about two thirds of the total, involved credits or loans; 16, or about one quarter, involved grants; and 8 included both grants and credits or loans. In addition, a few projects involved a loan guarantee fund. The size of the individual grants or loans given under each project was rarely reported to exceed $20,000. Most activities supported by the MCA projects were reported to be of an economic or productive nature; e.g., income generation projects, micro-enterprises or informal sector activities. There seemed, furthermore, to be a clear predominance of rural-based activities. About one third of the reported existing projects were said either to have secured co-financing or were hoping to do so in the future.

7. In addition to the experience reported in this survey, it is important to have in mind that within the framework of UNDP-administered resources, UNCDF delivers small-scale grant investment. Credit is a large and diverse component in UNCDF-supported projects. Of a total cumulative commitment of $718 million in 1990, $68 million were allocated to credit components. UNCDF works in close cooperation with UNDP-financed technical cooperation and is, for instance, also financing a portion of the UNDP Partners in Development Programme.

8. The 1991 review of UNV as a channel for MCA concluded that a wide range of activities receive funding through Domestic Development Services (DDS) field workers, who have often been successful in mobilizing funds from

non-UNDP sources. It was also found that the procedures for administering MCA vary considerably between countries. The report emphasized as well that the UNV/DDS programme is most effective where it has the dual role of combining MCA with activities to strengthen local institutions in order to improve their capacity to manage development activities.

9. All this shows that the range of UNDP experience with MCA is already quite broad. If such special initiatives as the Partners in Development Programme and the Africa 2000 Network are kept apart, one can distinguish the following six main types of MCA projects with UNDP involvement:

(a) Revolving funds and/or small grant facilities that are established as components of mainstream technical cooperation projects in order to strengthen their poverty alleviation impact;

(b) MCA in association with UNV/DDS where DDS field workers are facilitators for the disbursement of small grants or loans to support projects in the communities where they are based;

(c) The FAIB model where grass-roots initiatives support funds are set up with the Government and are aimed at developing sustainable national programmes for support to economic micro-projects initiated at the community level. There are presently 12 such projects in operation, all of them in the Africa region. UNDP has supported the establishment of the facility itself and provided the capital;

(d) Of a related nature are national programmes specifically set up to provide credit for micro-entrepreneurs. UNDP has supported such programmes with technical cooperation in the establishment phase, has mobilized co-financing from other donors, has provided support to intermediary NGOs and sometimes has contributed capital to the programme itself;

(e) MCA components under such initiatives as the Social Investment Funds which are set up in order to compensate for the social costs of structural adjustment programmes. Such funds usually consist of a set of initiatives, including credit programmes, public works programmes to create employment, and basic needs programmes. Social Investment Funds are most common in Latin America, but the model is now also being applied in other regions. UNDP involvement has usually been institutional support to strengthen the managerial and technical capabilities of the fund as well as those of its implementing agents. UNDP support has, in several cases, been crucial for the mobilization of financing from other sources; and

(f) Loan guarantee funds which are set up with commercial banks in order to insure them against possible financial losses incurred by giving credit to poor people. The UNDP role in such schemes has been both as a catalyst/facilitator and as a provider of capital for the guarantee fund itself.

III. SOME LESSONS LEARNED FROM THIS EXPERIENCE

10. It is possible to divide the experiences listed above into two main categories: those described in (a) and (b) above where capital assistance is included as a component in such mainstream technical cooperation projects as agricultural or housing development projects; and those described in (c), (d), (e) and (f) above where the primary objective of the project itself is to establish a facility for micro-capital assistance such as a credit programme or a grass-roots initiatives support programme.

11. It is too early to determine if there is any significant difference between the two categories in terms of the effectiveness of UNDP involvement. The main difference seems rather to be in terms of the need to be addressed, and hence in the choice of strategy. One of the strengths of UNDP is precisely its ability to respond flexibly to different needs under different circumstances. Hence, the UNDP choice of intervention should be made in each case according to the specific situation in a country and the nature of the problem to be addressed. It should be decided in each individual case what kind of technical cooperation would be most appropriate to provide to whom, and whether and to what extent it would be natural or necessary for UNDP to provide capital resources as well.

12. For example, where the objective is to establish a large national credit facility for micro-enterprises, UNDP may find that its most natural role is in institution building, including a strengthening of the management capacity both of the facility itself and of the intermediary organizations; sometimes it may also be necessary for UNDP to provide seed capital and mobilize co-financing from other donors in order to get the facility into operation on the desired scale. On the other hand, when the purpose of a small grant programme or a revolving fund is to enable the poorest among the target population to make use of the technical cooperation offered by a UNDP-funded project, it may be natural to include the establishment of the fund as an integral part of the project as such.

13. Management of MCA programmes is a time-consuming task with a need for close monitoring. It is often emphasized that it is the capacity of the channeling organizations that constitutes one of the main limiting factors for the outreach of such schemes. Hence, selecting the most appropriate intermediary as a channel for this kind of assistance is crucial. At the same time, the development of management systems for MCA schemes should be seen as part of a process of building national capacities, where appropriate assistance to strengthen the intermediary's management capacity and other institution-building aspects should be included as integral project components.

14. In the survey of UNDP involvement in MCA activities, the experience from cooperation with NGOs appeared generally to be very positive, with the main strength of NGOs as intermediaries reported as being their ability to reach out to grass-roots level beneficiaries. In order to be able to provide effective technical cooperation, however, and to assume the responsibility for the management of micro-funds, it was emphasized by many field offices that

NGOs will often need to strengthen their capacities in these areas. Banks, on the other hand, were said to have their strength in management expertise and availability of funds, but were reported as often being unwilling to get involved in MCA projects. In a couple of countries, loan guarantee funds had been set up to overcome the reluctance of commercial banks to get involved in micro-capital activities.

15. It should be stressed that different intermediaries may be appropriate under different circumstances. The choice should be made according to country-specific comparative advantages and to the target group and type of activity to be funded, bearing in mind the need for sustainability. There is a variety of possible channels, including government bodies, NGOs, banks and other financial institutions. DDS field workers can serve as facilitators, strengthening local capacity and self-reliance and supplementing the primary role of national personnel. A combination of channels can sometimes be a good solution, e.g., a bank administering a credit facility, with NGOs being responsible for outreach and support to the target groups.

IV. FOLLOW-UP ACTIONS

16. UNDP field offices are being encouraged to make increased use of MCA where deemed appropriate, especially as a tool used in combination with technical cooperation in poverty alleviation strategies. Such combined assistance may be important in enhancing the effectiveness of UNDP-supported programmes, by giving the poorest among the intended beneficiaries access to the capital resources needed to enable them to make full use of their new skills and knowledge.

17. In order to facilitate this, field offices will be provided with operational guidelines that build on the lessons learned from experience to date in order to provide advice on alternative ways in which MCA schemes can be set up and operated, and on the conditions under which the various alternatives seem to be most appropriate. These guidelines will also address such specific issues as the selection of intermediary structures, the kinds of activities to be funded and the choice between grants or loans, the selection of beneficiaries and issues concerning sustainability.

18. Appropriate procedures and systems will be established in order to facilitate reporting, monitoring and accountability and to ensure both transparency and flexibility.

19. Sharing of information and experience between projects involving MCA will be encouraged; and project examples, from which important lessons can be learned, will be compiled and distributed to field offices.

Notes

1/ Although UNDP can fund projects only on a grant basis, the support covered by this report may reach the ultimate beneficiaries as either grants, credits or loans; the term micro-capital assistance has therefore been used instead of micro-capital grants.

UNITED
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DP

Governing Council
of the
United Nations
Development Programme

Distr.
GENERAL

DP/1992/17
10 March 1992

ORIGINAL: ENGLISH

Thirty-ninth session
4-29 May 1992, Geneva
Item 4 of the provisional agenda

SPECIAL PROGRAMMES OF ASSISTANCE

THE ROLE OF UNDP IN AFRICAN ECONOMIC RECOVERY AND DEVELOPMENT

Report of the Administrator

SUMMARY

This report responds to Governing Council decision 91/15 and provides information on the final review of the United Nations Programme of Action for African Economic Recovery and Development.

It notes the findings of the Secretary-General's report that the overall performance of African economies during the period 1986-1990 was unsatisfactory and outlines the recently approved "United Nations New Agenda for the Development of Africa in the 1990s". The report also describes the outcome of Cluster Meetings of African Planning Ministers and Finance Ministers held during 1991, efforts of UNDP to strengthen the capacity of African countries in formulating long-term perspective studies and in policy analysis as well as progress made in implementing recommendations of four major evaluations in the Africa region.

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INTRODUCTION

1. The United Nations Programme of Action for African Economic Recovery and Development, 1986-1990 (UNPAAERD) was established by the General Assembly in its resolution S-13/2. The role of UNDP in the implementation of UNPAAERD was the subject of the Administrator's report (DP/1991/16) presented to the Council at its thirty-eighth session in June 1991. This present report focuses on the outcome of the final review of UNPAAERD, the role of UNDP in the successor arrangement to the programme and on issues raised in Governing Council decision 91/15. These include the results of Cluster Meetings of African Planning and Finance Ministers, efforts by UNDP to strengthen the capacity of African countries in policy analysis and in formulating long-term perspective studies and the implementation of recommendations of major evaluations reported to the Council at its thirty-eighth session in June 1991.

1. REVIEW OF UNPAAERD

2. The technical review of UNPAAERD was undertaken by the Secretary-General and was reported to the General Assembly in document A/46/324 of 6 August 1991. It concluded that the goals set in the programme were far from realized. African economies continued to perform poorly at the end of the period. Several factors accounted for the poor performance. Export earnings tumbled leading to a loss of over $50 billion by African countries during the period 1986-1990, while foreign development assistance stagnated in real terms at $16 billion annually over the same period. The Secretary-General's report called for a new compact for African development in the 1990s with three essential goals: (a) economic transformation and diversification; (b) sustained development, including an acceleration of the rate of growth to at least 6 per cent per year; and (c) enhanced human development with rapid progress towards human oriented goals by the year 2000.

3. The report of the Secretary-General was endorsed by the Ad Hoc Committee of the Whole of the General Assembly (A/46/41 of 7 October 1991) and a "United Nations New Agenda for the Development of Africa in the 1990s" was recommended to the General Assembly. The "New Agenda" was adopted by the General Assembly at its forty-sixth session (annex II to resolution 46/151 of 18 December 1991).

II. UNITED NATIONS NEW AGENDA FOR THE DEVELOPMENT OF AFRICA IN THE 1990s

4. The New Agenda commends to African countries and the international community specific actions for tackling the critical economic situation in Africa. African Governments' responsibility and commitment to specific actions under the New Agenda cover the following areas: (a) achievement of sustained and sustainable growth and development; (b) promotion of regional and subregional economic cooperation and integration; (c) intensification of the democratization process; (d) investment promotion; (e) intensification of

efforts towards human resources development and capacity-building; (f) promotion of sustainable development and environmental management; (g) population management and development; (h) agriculture, rural development and food security; (i) technical cooperation among developing countries (TCDC); and (j) an enhanced role for non-governmental organizations (NGOs).

5. Specific responsibility and commitment of the international community approved by the General Assembly include: (a) solution of Africa's debt problem; (b) enhanced resource flows to meet the estimated requirement of $30 billion per year which must grow at an annual rate of 4 per cent; (c) increased access of African commodities to major markets and enhanced compensatory facilities in the interim; (d) support for the diversification of African economies; (e) improved trading environment; and (f) support for regional economic integration with respect to the environment, science and technology.

6. The United Nations system is to support the Agenda's implementation through a special focus of programmes on Africa designed to ensure effective follow-up and monitoring. The Secretary-General has set up a special unit in his office to oversee the follow-up and monitoring of the New Agenda.

III. THE ROLE OF UNDP IN AFRICAN ECONOMIC RECOVERY AND DEVELOPMENT IN THE 1990s

7. For the fifth programming cycle, 1992-1996, over 50 per cent of indicative planning figure (IPF) resources have been allocated to countries in Africa. UNDP will support the New Agenda through its country programmes, the intercountry programme for Africa and activities under Special Programme Resources (SPR). UNDP is pursuing an integrated approach focusing on human development in country programmes and the six areas of focus listed in Governing Council decision 90/34. At the regional level, UNDP will be assisting African economic recovery and development through the fifth intercountry programme for Africa which is also being submitted to the Governing Council at its thirty-ninth session. This programme concentrates on three major areas of the New Agenda: regional cooperation and integration; long-term strategic planning; and fostering an enabling environment for human development. In addition, UNDP proposes to use part of the $10 million of SPR funds allocated for African economic recovery and development to assist African countries in drawing up national long-term perspectives in order to provide a framework for their development in the 1990s and beyond. SPR funding will also help to support a continental programme for African capacity-building.

8. Within the UNDP secretariat, coordination of activities covered by the Regional Bureau for Africa (RBA) and the Regional Bureau for the Arab States and Europe (RBASE) will continue to be promoted. An example is the joint efforts of the RBA, the RBASE, the United Nations Conference on Environment and Development (UNCED) secretariat and the United Nations Sudano-Sahelian Office (UNSO), in relation to preparations for UNCED in 1992.

IV. CLUSTER MEETINGS OF AFRICAN MINISTERS OF PLANNING AND FINANCE

9. Subregional cluster meetings were organized in July 1991 which focused on issues of relevance to African long-term development. The meetings discussed the review and follow-up to UNPAAERD; national long-term perspective studies; the environment, science and technology in Africa; regional economic cooperation and integration in Africa; the economic and development impact of the human immune deficiency virus (HIV)/acquired immune deficiency syndrome (AIDS); and maternal mortality. The ministers agreed that the policy issues raised at the meetings required urgent consideration and integration into national and regional planning.

10. Wherever feasible the meetings were organized along existing subregional economic groupings as follows: Lusaka 4-6 July 1991 for the Southern Africa/Southern African Development Coordination Conference (SADCC) region; Nairobi 8-10 July for the East Africa region; Abidjan 15-17 July for the West Africa/Economic Community of West African States (ECOWAS) region; and Libreville 22-24 July for Central Africa/Economic Community of Central Africa.

11. The summary conclusions and recommendations of the cluster meetings were presented and adopted at a regional meeting of planning ministers in Windhoek, Namibia, on 25-27 November 1991. The meeting was attended by planning ministers from North and sub-Saharan Africa. Copies of the report of the meeting are available on request.

VI. IMPLEMENTATION OF RECOMMENDATIONS OF EVALUATION REPORTS

A. Intergovernmental organization (IGOs) in Africa

12. The evaluation recommended that UNDP should assist IGOs to: (a) rationalize their objectives and activities; (b) build their technical and administrative capacities; and (c) increase their role in the implementation of UNDP-funded projects. It was also recommended that UNDP provide additional resources to IGOs on a longer-term basis. These recommendations have been taken into account in preparing the fifth intercountry programme for Africa, 1992-1996.

13. Support for the rationalization of the objectives and activities of IGOs is one of the priority areas for the fifth intercountry programme. While in the fourth cycle, the various IGOs benefited from individual projects, the fifth intercountry programme encourages joint programmes and implementation of projects on a subregional basis involving all the IGOs in that subregion. As part of this effort, three subregional consultative meetings with the major IGOs concerned with economic integration were held in Lusaka for Eastern and Southern Africa, Lagos for West Africa, and Libreville for Central Africa.

14. The majority of projects in the fourth cycle were executed by specialized agencies of the United Nations system. In response to the wish of the IGOs

and the decision of the Governing Council to promote "national execution", IGOs have been more involved than previously in the formulation and design of the fifth intercountry programme. Furthermore, selected IGOs will be encouraged to implement UNDP-funded programmes. This will be based on an assessment of their technical and administrative capacity to do so; to this end, training will be a strong component of the technical cooperation programme involving IGOs.

B. National Technical Cooperation Assessment and Programmes (NaTCAPs)

15. The evaluation report on NaTCAPs in February 1991 made 12 major recommendations which can be grouped into three major categories. First, it recommended that NaTCAPs must have a sharpened focus on human and institutional development and that they provide more guidance in the preparation of technical cooperation programmes (TCPs). As a supplement to the NaTCAP methodology document, guidelines to clarify the purposes and procedures for preparing the technical cooperation policy framework paper are expected to be finalized in early 1992. Draft guidelines are also being prepared for the TCP.

16. Second, the report recommended the mainstreaming of NaTCAPs as a major element of UNDP's global responsibilities for leadership in the area of human and institutional development, and that clear links with country programmes, round-table conferences and Consultative Group meetings be ensured. Preparation of fifth-cycle country programmes currently under review is being undertaken with particular attention to coherence with the NaTCAP process.

17. Third, the report requested UNDP to engage donor participation more fully in the NaTCAP exercises. More intensive contacts and exchanges of information are being organized with donors at the headquarters level. In December 1991, a seminar on NaTCAP and technical cooperation was co-sponsored by the Government of the Federal Republic of Germany. Some donors are being requested to participate in preliminary missions on a selective basis. At the field level, closer consultation with donors is being promoted.

C. Social dimensions of adjustment

18. The 1990 evaluation of the UNDP-funded project dealing with the social dimensions of Structural Adjustment Programmes provided analysis of the major shortcomings of the project. In particular, it pointed out: (a) the need for better clarification of the relationship between activities aimed at assessing the emerging social situation, and those aimed at improving the capacity of governments to design and implement poverty alleviation programmes; (b) the need for statistical activities to be guided by nationally determined priorities and future sustainability; (c) the need to balance regional and country-level project activities by shifting resources away from the conceptual and methodological level, towards poverty-focused national project

formulation and implementation; and (d) the need for substantial change in project focus and organizational structure, to give a more systematic role to other agencies of the United Nations system and to foster greater diversity in approaches.

19. Following an extensive review of the SDA project evaluation by the African Development Bank (AfDB), the World Bank and UNDP, an understanding was reached among the three donors to focus future support for poverty monitoring and statistical analysis at the country level.

20. At the regional level, UNDP will concentrate on the human development and capacity-building needs identified under SDA programme adjustments. It will carry out an SPR-funded, Office for Project Services (OPS)-executed project to facilitate the sharing of experiences on issues relating to the social dimensions of adjustment between Africa and other regions. UNDP will link this activity to a new Africa regional project being developed in collaboration with United Nations specialized agencies and African institutions to encompass the issue of poverty and social development within the broader context of overall macroeconomic reforms. This project will support the development of African capacities to monitor the macroeconomic reform process in Africa, design appropriate poverty-sensitive options for interventions and promote the effective use by policy makers of the enhanced capacity for policy analysis and programme design within the region.

D. Structural Adjustment Advisory Teams for Africa (SAATA)

21. The evaluation of SAATA confirmed that there is a strong need among African countries for independent macroeconomic advice of the type provided by SAATA. While the rationale for policy reforms is no longer being questioned by African leaders, little progress has been made in increasing the degree of ownership of Structural Adjustment Programmes by African countries. In this respect, SAATA was seen as responding to the needs of African countries to develop the necessary capacity for programme formulation and implementation.

22. The evaluation recommended the greater use of African expertise and that SAATA activities be brought directly under the Regional Bureau for Africa. The evaluation also pointed out the potential problems of scatterization of project resources among too many countries. The linkage between the project and other endeavours initiated by UNDP also seemed weak. The evaluation team recommends that project activities be reoriented so as to ensure synergies between macroeconomic advice and training provided by the project and other UNDP initiatives such as the National Long Term Perspective Studies and Programmes to assist African Governments in the preparation of their development policies.

23. It is UNDP's view that both macroeconomic and sectoral work be done within a structured policy dialogue, such as the one under the round-table mechanism. It is felt that such an approach would contribute to internalizing

the reform process as well as enchancing this particular aid coordination mechanism. Accordingly, the project is being revised in the light of the recommendations mentioned above.

UNITED
NATIONS

DP

Governing Council
of the
United Nations
Development Programme

Distr.
GENERAL

DP/1992/18
7 January 1992

ORIGINAL: ENGLISH

Thirty-ninth session
4-29 May 1992, Geneva
Item 4 of the provisional agenda

PROGRAMME IMPLEMENTATION

SPECIAL PROGRAMMES

Assistance to the Palestinian people

Report of the Administrator

SUMMARY

This document provides an overall review of the Programme of Assistance to the Palestinian People including its financial situation, estimated 1992 delivery and project highlights.

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I. GENERAL SITUATION OF THE PROGRAMME

1. Since its modest start in 1980, in response to General Assembly resolution 33/147 of 20 December 1988, the Programme of Assistance to the Palestinian People has increasingly become a leading provider of development assistance for the benefit of the Palestinian inhabitants of the occupied West Bank and Gaza Strip.

2. The adherence to the consultative process specified in the relevant General Assembly and Economic and Social Council resolutions has formed the basis for the widespread support enjoyed by the Programme.

3. The special emphasis placed in previous years on solving the problems which had been hampering project implementation, has produced excellent results and made possible the large increase in delivery observed in 1990. As a result, greater attention can now be given to the programming of future activities.

4. As a follow-up to a United Nations Development Programme (UNDP)-led inter-agency mission which in May 1991 formulated for immediate action an employment generation programme, the UNDP office in Jerusalem has undertaken a systematic identification and assessment exercise of the development assistance needs of the occupied Palestinian territories. The results of this exercise will serve as a basis for UNDP's future activities in the territories as well as for its resource mobilization efforts.

5. Special attention is also being given to the setting up of information exchange mechanisms and coordination with other United Nations agencies as well as with other multilateral, bilateral and non-governmental aid donors.

II. PROGRAMME DELIVERY

6. After the total interruption of field work during the Gulf war, activities resumed at the same fast pace as in 1990. Consequently, the 1991 project expenditures are expected to reach a level close to that of 1990, i.e., $11 million.

III. FINANCIAL SITUATION

7. The core resources of the programme have been provided by the Governing Council through allocations from the Special Programme Resources (SPR).

These allocations are the following:

Second cycle (1980-1981)	-	$ 3.5 million
Third cycle (1982-1986)	-	$10.0 million
Fourth cycle (1987-1991)	-	$12.0 million
Fifth cycle (1992-1996)	-	$15.0 million

8. Since the inception of the programme, complementary resources have been provided by Italy ($8.7 million), Japan ($5 million), the Arab Gulf Programme for United Nations Development Organizations (AGFUND) ($1 million), United States of America ($1 million), Jordan ($457,000), Canada ($400,000), Greece ($80,000) and Tunisia ($48,500).

9. These non-core resources have been provided under funds-in-trust or management service agreements.

10. The Administrator wishes to express his appreciation for the growing financial support enjoyed by the programme.

IV. PROJECT HIGHLIGHTS

Income generation

11. In the agriculture sector, new irrigation channels are being completed in the El-Duyuk area (West Bank), benefiting some 200 farmers, while modern irrigation equipment is now being distributed to farmers of the Gaza Strip within a project which is to benefit an additional 1,000 farmers.

12. In Jericho, a honey processing plant was installed, thereby completing a project which has provided 200 bee swarms and hives, medicines, training and technical support to nearly 300 beekeepers of both the West Bank and the Gaza Strip.

13. In Nablus, construction of a marketing centre and industrial zone is nearing completion. Consisting of three large buildings, it will house 87 shops and workshops for light industries as well as a refrigerated storage room of 500 cubic metres for agricultural products. Approximately 300 business people will benefit from these new and modern installations.

14. The Business Development Centre (BDC) is continuing its training activities in the fields of management, feasibility studies and marketing. The BDC will soon start its lending operations, and work on the most promising requests for financial support is now being finalized.

15. In Gaza, the construction of a packing and grading facility for fruits and vegetables has started. Its completion is expected by the end of 1991. It will handle 7 to 8 tons of non-citrus fruits and vegetables per day per shift.

16. The manufacturing of the equipment for the citrus processing plant to be installed in the Gaza Strip is progressing. The plant, which will have a capacity of 20 tons per hour and will thus be able to process one third of Gaza's citrus production, should be operational by the end of 1992.

Social sectors

17. The construction of four new schools was completed in 1991. Two are in Nablus, one in Hebron and the fourth in the Gaza Strip. Three others are under way in the West Bank. In addition, new laboratories are being constructed and will be completed before the end of the year at the Arab Medical College in Ramallah.

18. In the health field, rapid progress is being made on the construction of a new wing for the Hebron Hospital. It is expected that the wing will be completed by April 1992.

Infrastructure

19. Water supply schemes were finalized in 14 villages of the West Bank. They provided for the improvement of wells, the construction of pumping stations, the building of water reservoirs, and the installation of distribution networks and house connections. Over 80,000 Palestinians are benefiting from these various schemes.

20. In the energy field, by installing electricity generators in eight villages of the West Bank and training local villagers in their use, maintenance and repair, and so ensuring an independent and reliable supply of energy, UNDP helped to improve significantly the living and working conditions of some 45,000 Palestinians.

21. In the Gaza Strip, work is being finalized on the sewage collection, treatment and disposal systems in both the Jabaliya refugee camp and the City of Gaza. An operation and maintenance project has also been started with the purpose of fully training the technical staff of the Jabaliya village council and the Gaza municipality in order to ensure the smooth running of the systems after the end of UNDP assistance.

V. FUTURE DIRECTIONS

22. As a follow-up to the needs assessment exercise undertaken by the UNDP Office in Jerusalem, specific proposals for jointly funded activities will be made available to the donor community.

23. It is hoped that the generous support provided to the Programme so far will be further expanded, thereby permitting UNDP to increase its impact on the living conditions and employment opportunities of the Palestinian people as well as on the overall economic and social situation of the occupied Palestinian territories.

UNITED
NATIONS

DP

Governing Council
of the
United Nations
Development Programme

Distr.
GENERAL

DP/1992/19
3 March 1992

ORIGINAL: ENGLISH

Thirty-ninth session
4-29 May 1992, Geneva
Item 4 of the provisional agenda

SPECIAL PROGRAMMES OF ASSISTANCE

UNDP HUMANITARIAN PROGRAMME: REPORT ON ACTIVITIES UNDERTAKEN DURING 1991

INTRODUCTION

1. In its decision 91/17 of 25 June 1991 the Governing Council emphasized that the economic and social problems posed by emergencies and displaced populations were multisectoral and multifaceted in nature and that durable solutions could be achieved mainly through a development-based approach. It also reiterated its conviction that system-wide coherence was indispensable for emergency preparedness and for responding to the plight of affected peoples, whether they be victims of man-made or natural disasters. Decision 91/17 also authorized the Administrator to establish a humanitarian programme at UNDP, with staffing for a period of one year, pending the results of the General Assembly's deliberations on restructuring the United Nations system's arrangements for humanitarian assistance. Finally, the Council requested the Administrator to report to the thirty-ninth session of the Council on all aspects of the decision.

2. On 19 December 1991, the General Assembly adopted by consensus resolution 46/182, the provisions of which have major implications for UNDP's work in the relief-to-development continuum.

3. In addressing the issues of prevention and preparedness, paragraph 10 of the annex to resolution 46/182, states that "economic growth and sustainable development are essential for prevention and preparedness against natural disasters and other emergencies". In paragraph 13 of the annex, the Assembly called for "increased awareness of the need for establishing disaster mitigation strategies", for the United Nations to intensify efforts in early warning mechanisms and for the Disaster Management Training Programme

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sponsored by UNDP and the Office of the United Nations Disaster Relief Coordinator (UNDRO) to be strengthened and broadened.

4. With regard to relief, the General Assembly emphasized that "emergency assistance needs to be provided in ways which will be supportive of recovery and long-term development" and that, for this reason, development assistance organizations of the United Nations system should be involved at an early stage.

5. In discussing coordination, cooperation and leadership, the General Assembly has authorized the appointment of a high-level emergency relief coordinator. This not only recognizes the urgent need for United Nations efforts in conflict resolution and humanitarian assistance to be better coordinated but also better places the United Nations system to play the "central and unique role" called for by the General Assembly in providing leadership to, and coordinating the efforts of, the international community. The Assembly also reiterated that the resident coordinator should normally coordinate the humanitarian assistance of the United Nations system at the country level and added that "He/she should facilitate the United Nations system's preparedness and assist in a speedy transition from relief to development."

6. General Assembly resolution 46/182 and Governing Council decision 91/17 clearly reflect the challenges and opportunities which face UNDP, whose resident representatives already are involved automatically in the relief-to-development continuum in numerous ways. As resident coordinators for operational activities, they have responsibility for early warning activities concerning population displacement. As resident coordinators and representatives of UNDRO and the World Food Programme (WFP), they have responsibility for coordinating the United Nations system's country-level response at the relief phase. Additionally, on numerous occasions, the host Government has requested them to assist it at country level in coordinating donor responses to emergency appeals. As resident representatives of UNDP, they administer projects with direct and indirect roles in disaster mitigation as well as projects for rehabilitation and reconstruction. In exercising these several roles, resident representatives naturally rely heavily on the programme and administrative support services of the UNDP field office.

7. It is clear from the foregoing that resident representatives have pivotal multisectoral responsibilities throughout the relief-to-development continuum. The challenge facing UNDP is to better equip its field office system to promote development-based prevention and preparedness strategies, to support resident coordinators in their relief-phase functions and to speed the transition from relief through recovery to resumed sustainable development. In reinforcing UNDP's capacity to perform this variety of functions, priority attention is being given to the implementation of the Disaster Management Training Programme (DMTP) and the adoption of special administrative and financial procedures for the relief phase of emergency situations.

I. GENERAL ACTIVITIES

A. Follow-up with UNHCR

8. An emerging priority for cooperation between UNDP and the office of the United Nations High Commissioner for Refugees (UNHCR) is that of "returnee aid and development". In such situations, UNDP's role regarding returnees is usually closely linked to its assistance efforts for the resettlement of internally displaced persons, as well as with the larger national and United Nations efforts at reconstruction and conflict resolution. In January 1992, a detailed and joint planning exercise between UNHCR and UNDP was held regarding the practical aspects of the relationship between the two organizations, with particular reference to the reintegration of returning refugees. Discussions were also held at this time with the United Nations Children's Fund (UNICEF) and WFP.

9. UNDP has continued to work closely with UNHCR regarding the needs of longer-term refugees and of the local populations in areas affected by their presence. As described in the November 1990 letter signed by UNDP's Administrator and the High Commissioner for Refugees, this has included, inter alia, the conducting of joint assessment missions and joint programming of development-related activities. Most of this work has been in Africa, including continuing follow-up to the ICARA II conference. However, with regard to Cambodia, UNDP and UNHCR signed in January 1992 a Memorandum of Understanding to provide the framework for cooperation between the two organizations in the repatriation and resettlement of displaced persons from the Thai border camps as well as of the internally displaced.

B. Disaster Management Training Programme and Disaster Management Manual

10. In 1991, the UNDP/UNDRO Disaster Management Training Programme, which covers both man-made and natural disasters, began field-level training. Three regional courses and three country courses were held by the end of the year. Participants at the regional courses (held in Barbados, Colombia and Syria) were drawn from the United Nations system and from regional institutions having an actual or potential role in disaster and emergency mitigation. Government officials have formed the bulk of participants at country workshops, where they have been joined by participants drawn from in-country United Nations staff, the non-governmental organization (NGO) community and in-country representatives of donor Governments. The small number of country workshops thus far conducted have confirmed the viability of using such events as planning forums for enhanced country-level mitigation activities. Two of the three country workshops led to the establishment - for the first time - of standing United Nations Disaster Management Teams responsible both for disaster preparedness within the United Nations agencies at the country level as well as for disaster mitigation activities.

11. The multi-organizational element of the DMTP has been further reinforced by the use of trainers from UNDP, UNDRO, UNHCR, the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA), the Organization of American States, the International Committee of the Red Cross (ICRC), the Federation of Red Cross and Red Crescent Societies, the Pan American Health Organization, the Asian Disaster Preparedness Centre, the Inter-American Development Bank and the Caribbean Development Bank. In addition, additional World Health Organization (WHO) staff and WFP staff will be providing trainers for courses in 1992 onwards. Financial contributions to the DMTP have been received from the Governments of Canada, Germany and the United Kingdom. The United States of America has announced its intention to contribute.

12. During the first six months of 1992, two further regional courses (covering Anglophone Africa and Asia) and approximately 15 country workshops will be conducted. A regional course for Francophone Africa will be held in the early part of 1993.

13. The UNDP/UNDRO Disaster Management Manual has been widely distributed in draft form to UNDP and UNDRO staff as well as to other organizations in the United Nations system and to NGOs. It will remain in draft format until operational arrangements for the restructuring of the United Nations humanitarian response system are in place. However, the manual is already in use by field offices.

C. Linkages with the United Nations Volunteers programme (UNV)

14. United Nations Volunteers have played an increasingly important role in supporting the efforts of the United Nations system to provide humanitarian assistance to emergency affected peoples. As of the end of 1991, some 150 UNVs were serving in disaster-related operations. (See document DP/1992/37.) UNDP and UNV have discussed the expansion of the UNV contribution to humanitarian assistance. In 1992, the DMTP will provide the UNV Humanitarian Relief Unit with a limited in-house briefing and training capacity for emergency management. In addition, discussions have started between the Humanitarian Programme and UNV representatives as to ways of involving UNV in the planning, formulation and implementation of refugee/returnee-related development programmes and projects in areas affected by the presence of a large number of refugees/returnees. Among these plans are proposals for UNV/UNHCR/UNDP to work together in the follow-up of the Malawi country programme and in the planning and programming of the returnee programme in Mozambique.

D. Relations with non-governmental organizations

15. Two workshops are being prepared by UNDP to take place in early 1992 between representatives of UNDP, specialized United Nations agencies and NGOs. The purpose of these workshops is to seek practical ways of promoting cooperation and coordination for disaster prevention, preparedness, relief and

recovery activities at the field level. These workshops will take place in early 1992. The meetings will be hosted by representatives of the League of Red Cross Societies/Volag Steering Committee in Geneva and by United States and Canadian consortia of NGOs, respectively, Interaction and the Canadian Council for International Cooperation. In the meantime, briefing meetings have been held on a regular basis concerning the situation in the Horn of Africa between the Administrator's Special Adviser on Humanitarian Affairs and NGO consortia in Geneva, London, Nairobi, New York, Ottawa and Washington.

16. At the field level, NGOs are involved in the design and implementation of refugee-related development projects in refugee affected regions. For example in Zambia and Malawi an international NGO (Africare) is implementing cattle disease control and water and aquaculture projects.

E. Institutional memory and policy development

17. A thematic evaluation on emergency management, initiated by the Humanitarian Programme and managed by the Central Evaluation Office of UNDP, is expected to be completed in the first half of 1992. This study will review, in particular, cases relating to population displacement. A consultant is at the same time reviewing available information regarding approaches to emergency management that have been devised by the United Nations system over the past 10 years. The experience with these approaches could serve as the basis for practical guidelines for devising future disaster prevention, preparedness and relief-to-development programmes. A third study concerning development approaches and coordination mechanisms designed to promote the reintegration of returned refugees and displaced persons will be completed by May 1992.

18. The results of these exercises will provide a database for support to field operations in the area of population displacement and development, and will represent an essential first step in implementing operative paragraphs 6 and 7 of Governing Council decision 91/17.

19. Of the two studies recommended to the thirty-eighth session of the Council, the study concerning relief and conflict resolution linkages in times of "complex emergencies" is under way, co-financed by the United Nations, other specialized United Nations agencies and NGOs. A proposal for a second study concerning the use of market mechanisms for emergency prevention and preparedness is being discussed with the appropriate United Nations agencies.

F. The International Decade for Natural Disaster Reduction (IDNDR)

20. UNDP has continued to be an active participant in various forums related to the IDNDR (Scientific and Technical Committee, Steering Committee and the Inter-Agency Working Group). The DMTP has been endorsed as an IDNDR model project and, with its emphasis on disaster mitigation in the development context, represents a valuable channel for bringing the IDNDR message to the

broad variety of participants it trains. For example, one of the DMTP country workshops cited above was convened by the national IDNDR committee. UNDP is currently contributing approximately $30 million from IPF resources to ongoing disaster mitigation projects, with many further projects (in various sectors such as forestry, food security and housing) actively contributing to vulnerability reduction.

II. DISASTER PREVENTION AND PREPAREDNESS, NATURAL DISASTER MITIGATION AND EARLY WARNING SYSTEMS

A. General

21. UNDP has continued to play an active role in the Administrative Committee on Coordination (ACC) Working Group on Early Warning Regarding New Flows of Refugees and Displaced Persons, which began meeting in mid-1991. This has included a review of the ways in which resident coordinators could support United Nations efforts in this regard. The Working Group will make its recommendations to the second meeting of the ACC in 1992.

B. Regional specifics

22. In Bangladesh, UNDP continues to support the work of the Government in disaster preparedness. With regard to floods, the multidonor Flood Action Plan, adopted by a special multidonor conference in December 1989, assigns to UNDP the leadership role in arranging technical assistance for institution-building for flood preparedness measures. The ongoing $1.4 million IPF-assisted project in support of the Flood Plan Coordination Office is likely to be augmented in 1992.

23. Following the Persian Gulf crisis, the Government of Turkey requested UNDP assistance to strengthen its interministerial and multisectoral mechanisms dealing with large-scale population displacements. A project is currently under formulation.

24. The Government of Chile has requested assistance from UNDP and from the Organization of American States for the strengthening of their system of disaster preparedness as well as for the integration of disaster mitigation concepts into regional economic and social planning.

25. The Caribbean Governments have requested UNDP support in the establishment of the Caribbean Disaster Emergency Response Agency, whose mandate is to coordinate the collection, storage and transportation of regional and international personnel and supplies following natural and man-made disasters. The UNDP project will be designed to enhance national capacities through skills upgrading in information management and the use of geographic information systems.

III. RELIEF

A. General

26. UNDP has undertaken a variety of activities to enhance the capacity of resident coordinators to fulfil their mandated coordinating roles and of UNDP field offices to support them in this function. Besides regional and country specific disaster management training courses and a disaster management training manual, UNDP has also sought ways to ensure rapid headquarters response on matters concerning the prompt deployment of specialists and provision of finances for facilitating relief activities. A Working Group on Procedures is preparing proposals for rapid response mechanisms as called for in resolution 46/182.

B. Regional specifics

27. The role of resident coordinators continues to prove essential at the immediate onset of disasters and during the relief process. In both Angola and Mozambique, for example, UNDP field offices have been strengthened which, inter alia, has generated the increased flows of information necessary for situation reports and for ensuring consolidated appeals for assistance. Similarly, both in Ethiopia and the Sudan, resident coordinators have been able to provide a continuous flow of essential information on the evolving emergencies in their respective countries and to facilitate inter-agency cooperation in the relief efforts. UNDP, through its IPF-funded Special UNDP Drought Operation in the Sudan (SUNDOS), continues to work closely with government authorities, NGOs, WFP and UNICEF to provide emergency assistance to drought-affected areas through special public works and community-based area development schemes.

28. In Sierra Leone, the Resident Coordinator has acted as the coordinating focus for relief activities, working in close consultation with NGOs in the organization and dissemination of relief goods. In Liberia, the Resident Coordinator, in extremely difficult circumstances, is serving as the focal point for a relief programme for urban as well as rural populations. Floods in Benin in late August prompted an international response, coordinated in the country by the Resident Coordinator to provide assistance to those people displaced by the disaster. These events have led to a request by the Government for UNDP assistance for a national plan to cope with natural disasters. The terms of reference for an UNDRO mission to begin the planning process have been agreed between the Government, UNDRO and UNDP.

29. In February 1991, a high-intensity earthquake struck the Afghanistan/Pakistan border region. This was followed by floods which severely affected several provinces in Afghanistan as well as neighbouring areas in Iran. The Resident Coordinator in Afghanistan convened an inter-agency task force to coordinate the United Nations in-country response.

30. Resident coordinators have long been involved in assisting the Government of Bangladesh in the country-level coordination of the international community's response to disasters in that country. This role was again performed when, in May 1991, a cyclone of exceptional intensity struck the southern coast of Bangladesh, with the resulting storm surge killing approximately 130,000 people and causing damage to infrastructure, housing and capital stock estimated at approximately $2.4 billion.

31. When China's Huai He River burst its banks in July, 18 provinces were directly affected, with Anhui province being the hardest hit. Over 2,200 lives were lost and 19 million people displaced. The disaster covered over 20 million hectares of land and destroyed 1.2 million hectares of summer crops. The Chinese Government, through the resident coordinator, launched an international appeal. In response, UNDP/UNDRO mobilized funds of $7.3 million. These funds were used for local purchase of emergency relief supplies to flood victims in the 17 most severely affected areas.

32. In the Philippines, massive destruction was caused in June/July 1991 by the eruption of the Pinatubo volcano which affected more than 1 million people. The Resident Coordinator, through the inter-agency task force on disaster management, coordinated the in-country response of United Nations system organizations, and assisted the Government in securing assistance from other bilateral and multilateral sources. In November 1991, Typhoon "Uring" - and its resultant floods - claimed more than 3,000 lives and affected 200,000 people. UNDP emergency relief assistance was provided in both instances.

33. UNDP and UNHCR are cooperating closely with government officials and members of the diplomatic community in organizing temporary programmes of assistance for Haitian refugees in Jamaica, Honduras and Venezuela.

34. In early December, cyclone Val struck Samoa and caused substantial economic damage. In addition to emergency assistance in the relief phase, the United Nations offices in Samoa and bilateral donors are examining the modalities for longer-term reconstruction and rehabilitation.

IV. RECONSTRUCTION AND REHABILITATION, INCLUDING LONG-TERM ASSISTANCE TO REFUGEES, RETURNEES AND INTERNALLY DISPLACED PERSONS

A. General

35. General Assembly resolution 46/182 places great stress upon integrated, system-wide appeals in response to disasters and emergencies. To this end, UNDP staff have assisted with the preparation of three inter-agency consolidated appeals for humanitarian programmes in the Persian Gulf, two appeals for the Horn of Africa, together with similar appeals in Angola, Mozambique and Liberia. All these appeals have sought to demonstrate innovative approaches not only in addressing immediate relief requirements but also in linking relief to recovery in order to pave the way for development.

36. Recently, situations involving the return and reintegration of refugees in countries carrying out major reconciliation and reconstruction efforts after periods of conflict have become a major focus of joint UNDP/UNHCR efforts. This has included ongoing work in Central America, development of new efforts in Cambodia and Rwanda and the possibility of a number of additional efforts in the coming year in such places as Burundi, Ethiopia, Mozambique and Angola. Preliminary discussions are also being held with a view to conducting a needs assessment mission in the Lao People's Democratic Republic.

B. Regional specifics

37. In the aftermath of the Persian Gulf crisis, UNDP established a Gulf Task Force to assist in the move from emergency relief to development. With the approval of the Governing Council, $4 million allocated from fourth cycle Special Programme Resources (SPR) were provided to respond to the social and economic needs created by the crisis. These funds have now been fully disbursed, allocated or earmarked for, inter alia: an International Labour Organisation (ILO)-executed project to assist Egypt, Jordan, Yemen, Sudan and Lebanon as well as Bangladesh, India, Pakistan, the Philippines, Sri Lanka and Viet Nam in the strengthening and adjustment of government labour and migration policies; support for UNV to assist Iraqi refugees and displaced persons in Iran and Turkey; a seminar on the economic impact of the oil fires in Kuwait on that country and on other States in the region; and 18 country-specific projects on the impact of the Persian Gulf crisis. (Further details are provided in DP/1992/4 and DP/1992/5.) The latter include assistance in many cases for the preparation of programmes for socio-economic recovery. UNDP also convened a meeting of the international community in December to review country and regional proposals.

38. In many parts of the African continent, UNDP, in conjunction with its sister agencies, has undertaken measures to promote rehabilitation as well as durable solutions for the plight of refugees, returnees and the displaced. In Malawi, for example, UNHCR participated in the programming exercise for the development of the fifth country programme and produced, as agreed by the Government of Malawi, a document on integrated refugee/Malawi population area development to be incorporated in the country programme. The focus is on small-holder agricultural productivity,micro-enterprise development, social development and management development. The UNHCR/UNDP team developed detailed programmes focused on six sectors embracing health, water, roads, forestry, education and income generating activities. Special attention has been given to women and environmental issues.

39. In Rwanda, as foreseen in the Dar es Salaam Declaration, UNDP is assisting the Governments of countries hosting Rwandese refugees and the Government of Rwanda itself in strengthening their capacity to facilitate the reintegration of Rwandese refugees by establishing a socio-economic and demographic profile of Rwandese refugees living in Burundi, Tanzania, Uganda and Zaire; identifying and preparing projects that will help in the

repatriation and integration of Rwandese refugees into the economy of their country of origin, and/or better integration in Burundi, Tanzania, Uganda and Zaire.

40. Events in the Horn of Africa in mid-1991, particularly in Ethiopia, have provided a variety of opportunities to assist returnees and displaced people as well as to promote rehabilitation activities. The Transitional Government of Ethiopia has requested UNDP to assist in developing a reconstruction plan using IPF resources, and authorities in Eritrea have sought similar assistance. In the Sudan, the Secretary-General's Special Coordinator for Relief Operations has, through policy and related logistical initiatives, supported the field operations, mounted by UNICEF, UNHCR and the ICRC to assist over 260,000 refugees from Ethiopia to return to their home areas. In Somalia, plans are under way to use IPF resources for rehabilitation programmes in those areas where relative stability will allow such moves. At the request of the Secretary-General, UNDP has also seconded two senior staff from the Humanitarian Programme to the Special Emergency Programme for the Horn of Africa (SEPHA) for the period July 1991 to January 1992.

41. Following the May 1991 cyclone in Bangladesh, UNDP was requested by the Government to coordinate an assessment of rehabilitation and reconstruction needs. A Task Force of 10 United Nations agencies, led by UNDP with technical backstopping from UNDRO, produced an assessment which was presented to a special session of the Economic and Social Council. Donors participating in this meeting agreed to support a programme of rehabilitation and reconstruction estimated to cost approximately $500 million. UNDP approved a $1.1 million SPR-funded project which combines support for rehabilitation and reconstruction in the affected areas with support to strengthening the Government's cyclone preparedness and mitigation capacity, primarily through institutional strengthening of the Ministry of Relief.

42. In Afghanistan, UNDP has been funding and executing rehabilitation and reconstruction projects in agriculture, veterinary services, irrigation, water supply and road maintenance and construction for the last three years. The main purpose of this programme is to improve conditions inside Afghanistan to enable refugees and displaced persons to return to their homes. Many of the projects consist of small community-based activities carried out in cooperation with Afghan and international NGOs.

43. Following the emergency relief efforts after the flooding of China's Huai He River in July 1991, the Government requested UNDP assistance for a project to meet the basic rehabilitation needs of the most impoverished and severely affected counties in Anhui province. Not only will this project rehabilitate 25 schools, 10 hospitals and 6 rural industries, but it will also give tangible support to the Government by strengthening its disaster management capacity. This project is part of a multidonor programme which was designed and supported under UNDP auspices.

44. In the wake of the June/July 1991 volcanic eruptions in the Philippines, UNDP, through a $500,000 SPR-funded project, is assisting the Government in

instituting rehabilitation activities in three towns and planning for resettlements in six locations as well as initiating catalytic income-generating projects.

45. In Cambodia, UNDP is proceeding with its assistance activities in anticipation of being the lead United Nations organization for rehabilitation and reconstruction as well as for the reintegration of internally displaced persons. A $6 million IPF-funded programme has been approved for training Cambodian educators, health personnel, technicians and civil servants with a focus on building up the capacity of existing structures and institutions. A further $6 million IPF-funded project is designed to assist with the overall coordination of the reconstruction effort. In addition, in December 1991 UNDP approved $250,000 from SPR and $550,000 from IPF funds for the rehabilitation of irrigation structures damaged in the September 1991 floods.

46. UNDP's continuing involvement in efforts regarding returnees, refugees and displaced persons in Central America has taken three forms. Established as a result of the International Conference on Central American Refugees (CIREFCA), the Joint Support Unit of CIREFCA, staffed by both UNDP and UNHCR, has continued to play a crucial role together with the responsible government officials in the development and elaboration of projects and in identifying funders and implementors for these projects. An important challenge in 1992 will be the planned phasing over of the leadership within the United Nations system from UNHCR to UNDP in this CIREFCA assistance process.

47. The Development Programme for Displaced Persons, Refugees and Returnees (PRODERE), executed by UNDP's Office of Project Services with $115 million in funding from the Italian Government, is now well under way. The programme focuses on post-emergency relief assistance in micro-regions which have high concentrations of uprooted persons, especially internally displaced persons. Important principles of assistance that should be considered for replication in similar situations in other countries are being identified.

V. ESTABLISHMENT OF THE UNDP HUMANITARIAN PROGRAMME

48. Following Governing Council decision 91/17, the Administrator initiated the Humanitarian Programme in UNDP and all posts were filled by September 1991. As of that date, the Humanitarian Programme started to implement the work programme outlined in document DP/1991/20.

49. General Assembly resolution 46/182 has reinforced the premises underlying the Administrator's proposals to the Council's thirty-eighth session. In particular, the emphasis given in the debate to the relief-to-development continuum, to the role of resident coordinators and to the need to strengthen and expand the Disaster Management Training Programme, all confirm the need for the continuation of the UNDP Humanitarian Programme.

50. Accordingly, the Administrator recommends that the Council extend its approval of the Humanitarian Programme to cover the balance of the 1991-1992 biennium, and that it approve continued funding of the four Professional posts under the current arrangements whereby one D-2 and one P-5 post are funded from the Administrative budget, and one L-5 and one L-4 post are funded from SPR.

UNITED
NATIONS

DP

Governing Council
of the
United Nations
Development Programme

Distr.
GENERAL

DP/1992/20
3 March 1992

ORIGINAL: ENGLISH

Thirty-ninth session
4-29 May 1992, Geneva
Item 5 of the provisional agenda

PROGRAMME IMPLEMENTATION

EVALUATION

Report of the Administrator

SUMMARY

This is the ninth report responding to Governing Council decision 83/12 which requested information on the arrangements for the evaluation of the programme.

The report not only covers the principal evaluation issues that emerged during 1991 but also reviews the work of the Central Evaluation Office over the whole of the fourth cycle.

The report considers the evolving role of evaluation in the United Nations Development Programme over the last five years (section II); summarizes the major evaluation work carried out in 1991 and the issues emerging from that work (section III); discusses the feedback of evaluation results into the work of UNDP (section IV); records what has been done to promote national monitoring and evaluation systems (section V); contains an account of other evaluation work (section VI); discusses collaboration with other institutions (section VII); and finally lays out the 1992/1993 work programme (section VIII).

The attention of the Governing Council members is drawn to reports of programme achievements by Regional Directors for their respective regions with regard to any specific evaluation activities conducted by them.

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I. INTRODUCTION

1. The present annual report on evaluation is the ninth since the establishment of the Central Evaluation Office (CEO) in 1983. It not only covers the principal evaluation issues that emerged during 1991 but also reviews the work of CEO over the whole of the fourth cycle. Thus, a number of significant issues are addressed in a wider context.

2. The report indicates the changing role of evaluation as part of the larger process of refocusing the attention of the United Nations Development Programme (UNDP) on issues of development policy and on creating national capacity in support of sustainable human development. Section II considers the evolving role of evaluation in UNDP over the last five years. Section III summarizes the major evaluation work carried out in 1991 and the issues emerging from that work. Section IV discusses the feedback of evaluation results into the work of UNDP. Section V records what has been done to promote national monitoring and evaluation systems while section VI contains an account of other evaluation work. Section VII discusses collaboration with other institutions, Governments and United Nations specialized agencies. Section VIII lays out the plans that CEO has drawn up for change in the nature of CEO work foreseen for the fifth cycle.

II. EVOLVING ROLE OF THE CENTRAL EVALUATION OFFICE OF UNDP

3. Over the past five years, the main foci of CEO work were revision of the monitoring and evaluation system of UNDP, programme analysis and feedback of results into UNDP operations and strengthening of national monitoring and evaluation systems.

4. System revision. In revising the system, CEO sought to increase its focus on results, at both the programme and project levels. Another goal was to produce a simplified and harmonized approach to evaluation capable of being easily applied by both Governments and United Nations agencies concerned. Evaluation reports received by the CEO over these five years show a distinct trend towards an emphasis on results at both the formulation and evaluation stages of projects. The evaluation of mid-term reviews of country programmes reported on to the Governing Council at its thirty-seventh meeting (1990) indicated that this trend is less evident at the programme level as management considerations rather than impact remain the main focus of these reviews. The currently established monitoring and evaluation system, last revised in 1987, is now generally perceived by the members of the tripartite system to be a significant improvement over the earlier arrangements.

5. Evaluation in the context of UNDP. Evaluation is now well accepted as an instrument of management and accountability at the project level. It continues to provide information and analysis which assist project management in making adjustments at the mid-term stage of project implementation. In turn the findings of terminal evaluations are relevant to defining follow-up phases of assistance. At the level of UNDP programmes such as national

technical cooperation assessments and programmes (NATCAPs) and structural dimensions of adjustment (SDA), evaluations increasingly looked to impact and relevance of policy, for fine-tuning ongoing activities and adjusting newly launched initiatives.

6. An effective and independent evaluation function is to promote the confidence of contributing Governments in the effectiveness and impact of UNDP technical cooperation programmes. CEO has over the last few years been increasingly able to operate with the independence needed to carry out objective evaluation work. The continuing support and interest of the Governing Council in CEO work is a positive factor in ensuring the impact of evaluations on UNDP activities.

7. Institutional memory. This is an area where a five-year retrospective offers both a sense of achievement and a challenge for the future. The first steps have been taken to move beyond oral history to a functional computerized institutional memory. A central evaluation database (CEDAB) was established in 1987. It contains the analysed results of project evaluations. At the end of 1991, CEDAB contained the results of 750 evaluation reports. Further details of CEDAB are provided in chapter IV. CEDAB data are available via computer network, to all operational staff of UNDP headquarters and when the necessary technology systems are in place, to all field offices. The quality of project evaluations was a major constraint at the inception of the system. However, a perceived improvement in the quality and the increasing number of reports processed into the database over the years have been instrumental in validating the relevance of the information in CEDAB. CEDAB has increasingly become a source of lessons pertinent to the direction and management of UNDP efforts in a growing number of sectors or themes, as reflected in chapter IV of this report. Also, the Action Committee, established in 1986 to consider programme and project proposals for approval, has since 1990 provided an opportunity for CEO to introduce findings and lessons with a view to improving formulation and design aspects.

8. Feedback. Substantive feedback has been provided and continues to be provided to concerned UNDP staff at both headquarters and in the field. The principal instruments have been staff training and the evaluation summaries conveyed in a range of publication series called "FINDINGS", "FEEDBACK", CEO Occasional Papers and CEO Evaluation Studies.

9. Demand-driven approach. Efforts are made for evaluation activities to respond to specific demands to ensure that ownership of the evaluation process lies with those responsible for applying the lessons of evaluations. This linkage with operations also reduces the risk of CEO becoming too academic. Requests from donors, recipient Governments, the Governing Council and the Senior Management and Regional Bureaux of UNDP for evaluation activities involving CEO continue to grow. In the case of the Regional Bureaux, evaluation activities continue to be funded from indicative planning figure (IPF) resources.

10. National monitoring and evaluation capacity. Monitoring and evaluation systems of Governments continue to be a missing element in a comprehensive approach to the strengthening of national capacities for the management of development resources. This issue has become an important topic of concern to interested donor and recipient Governments alike. Subsequent to General Assembly resolution 38/171 which, inter alia, called for support for national monitoring and evaluation systems and CEO production of national monitoring and evaluation monographs, the issue has became an increasingly important item on the agenda of both the DAC/OECD and the World Bank. UNDP is now recognized by donors as one of the leading organizations engaged in the strengthening of national monitoring and evaluation capacities in recipient countries.

11. Given its limited resources, the approach adopted by CEO has been to facilitate the exchange of information about the different systems in place in developing countries, leaving further follow-up action to be pursued under the framework of country programmes with IPF funds. National monographs, describing how countries collect, analyse and use qualitative and quantitative information about their own development, have been produced for the following countries: Côte d'Ivoire, India, Malaysia, Morocco, Sri Lanka, United Republic of Tanzania and Zimbabwe.

12. UNDP programme analysis. Much of the initial work undertaken by CEO in the area of programme analysis was modelled on earlier thematic evaluations of selected sectoral topics. Evaluations on topics such as rural small industrial enterprises in 1988 in collaboration with the Government of the Netherlands, the International Labour Organisation (ILO) and the United Nations Industrial Development Organization (UNIDO) and aquaculture in 1987 in collaboration with the Government of Norway and the Food and Agriculture Organization of the United Nations (FAO) were well received.

13. The increasing interest in evaluation activities manifested by the Governing Council is reflected in completed evaluations led or supported by CEO and requested by the Council on national execution, the United Nations Volunteers programme (UNV), aid coordination capacity in least developed countries (LDCs), SDA and the ongoing evaluation of the Senior Economist Programme in Africa. The evaluations of aid coordination capacity in LDCs and SDA in Africa have both led to specific Council decisions requesting implementation of the recommendations of these evaluations.

14. The Senior Management and the Regional Bureaux of UNDP have requested CEO to manage or be associated with the evaluations in the following areas: Special Industrial Services (SIS) programme; sectoral support; NATCAPs; development planning; Transfer of Knowledge through Expatriate Nationals (TOKTEN); research and development institutions in India and China; technical cooperation among developing countries (TCDC); SDA and mid-term reviews of country programmes. Programme managers continue to make significant use of the findings and recommendations of these evaluations.

15. CEO in the fifth programming cycle. On the basis of paragraph 22 of Governing Council decision 91/46 of 21 June 1991, which requested the Administrator "to reassess, in the context of his proposed workload study, the technical capacity of the Central Evaluation Office with a view to strengthening the Office within the proposed budget total", CEO undertook a strategic planning exercise for the fifth cycle period. The exercise was based on the progress made in incorporating evaluation into the "culture" of UNDP, the level of the current evaluation capacity in the organization and took into account the new factors shaping the future role of UNDP and the guidance provided by General Assembly resolutions 44/211 of 22 December 1989 and 46/218 of 20 December 1991 on operational activities for development and Governing Council decision 90/34 of 23 June 1990 relating to capacity-building in the six areas of focus, the programme approach and national execution.

16. Focus. The CEO strategic planning exercise recommended a scenario where programme evaluation would initially dominate, with increasing attention being paid to the evaluation of UNDP strategy and policy by the end of the fifth cycle. This scenario suggested the strengthening of CEO to undertake policy, strategy and programme (i.e., thematic) evaluations and to back-stop evaluation capacity in the Regional Bureaux at the level of country programme and project evaluations.

17. Monitoring and evaluation system. In the past, UNDP has used projects more commonly as the principal vehicle for delivering its technical cooperation programme. Currently, in order to support adoption of the programme approach, UNDP will need to diversify the means through which it can effectively deliver its support. This in turn gives rise to a new set of issues. Projects are discrete in terms of objectives, resources and time frames. It has therefore been relatively easy to assess progress and achievements at the end of each project and to search for impact for some time thereafter. UNDP support to national programmes is a more complex consideration. Such support is larger and takes longer; indeed, it is often continuous. To be able to focus on development goals through the support of national programmes offers greater potential impact. However, in order to achieve this greater impact, a comprehensive process of programme formulation is needed, including the collection of baseline data and specification of performance indicators. This is followed, during the programme implementation stage, by a periodic assessment of the development of the national programme and the relevance of UNDP support to this programme, which is fed back into programme management. There is, therefore, much to be done to develop a modified methodology for the monitoring and evaluation of UNDP cooperation in national programmes in order to assess progress, impact and performance and develop an early warning system for programme managers and decision makers.

18. UNDP should continue to develop a comprehensive evaluation system that supports both the accountability of the Administrator for the quality of UNDP technical cooperation and offers effective feedback to all levels of national and international management. Also, to be consistent with decentralization, the evaluation system should facilitate management by strategy and policy rather than by detailed centralized decision-making about operations.

Modifying the existing monitoring and evaluation system should take into account the promotion of national implementation. Specific guidelines for the evaluation of UNDP efforts to strengthen national capacity-building in the six thematic areas of focus will also be required.

19. Thematic and sectoral reviews. CEO will continue to carry out thematic and sectoral evaluations. These will include evaluation of UNDP specific programmes, activities in the six thematic areas of focus and programmes funded under the Special Programme Resources (SPR).

20. Feedback. Dissemination of lessons will be enhanced through the preparation of information material and access to data (reports, publications, access to CEDAB). In addition, the database will be expanded to include country programme evaluations and project terminal reports. The extended coverage of CEDAB will allow for sectoral and thematic analysis not only from data extracted from project evaluation and terminal reports but also from information provided by programme reviews and evaluations.

21. National monitoring and evaluation capacity. CEO will continue to build on its national monograph series, to train national counterparts, to facilitate the exchange of experience on evaluation between interested Governments, and to provide advisory services in strengthening and designing national monitoring and evaluation systems such as those in Morocco and Brazil. CEO will also pursue its efforts to develop its capacity as one of the leading organizations in this field.

III. MAJOR EVALUATION ACTIVITIES IN 1991

A. Evaluations of institution-building projects

22. High tech in India and China. At the request of the Action Committee, CEO examined UNDP support to the development of high technology institutions in India and China. The evaluation reviewed 32 projects assisting 15 institutions which have received a total of $64 million of UNDP assistance over a period of 15 years. The findings are as follows:

(a) Technology transfer and absorption: most UNDP projects succeeded in establishing and/or strengthening the 15 institutions reviewed;

(b) Linkages with the productive and the educational sectors: in most cases the technology acquired and/or developed was not disseminated to users in the productive sector. The lack of linkages between research and development institutions and the productive and educational sectors created dependency on foreign know-how, promoted brain drain (from India) and did not encourage indigenous innovation. China's recent policy of eliminating public funding for research and development institutions has encouraged the creation of linkages with the productive sectors;

(c) Demand for technology: the lack of substantial demand by enterprises for locally developed technology remains a serious problem. Government protection of the domestic market and the lack of incentives in both countries do not stimulate competition and demand for such technology;

(d) Sustainability of results: most of the Indian institutions do not have any prospect of becoming financially self-sustaining in the foreseeable future. In China, the termination of public funding has obliged research and development institutions to become more self-sustaining;

(e) Maintenance of technological state of the art: research and development institutions will not be able to keep up with the rapid technological changes in the world if adequate foreign exchange is not made available to them to receive publications and participate in international conferences;

(f) Women, environmental impact and the private sector: UNDP assistance was considered to be gender neutral, although the expansion of research and development facilities allowed for the greater participation of women in the highly skilled work force areas. Some projects minimized environmental degradation. They had little impact on private sector development;

(g) UNDP's comparative advantages: UNDP has unique capabilities in obtaining access to private sources of technology, building institutional linkages between developing and developed country institutions and providing integrated access to high technology. The evaluation considered that UNDP has no comparative advantage in equipment purchase. UNDP should instead focus on continuing to support the transfer of existing technologies or the development and acquisition of new technologies.

23. The Regional Bureau for Asia and the Pacific, after determining the views of the Governments of India and China on the evaluation report, is expected to engage in a dialogue with the national counterpart institutions, at the policy level, to enhance the downstream impact of technology projects and programmes from the formulation stage. The lessons deriving from this evaluation will also be used as an input to the development of UNDP strategy in capacity-building for the transfer of technology.

24. Environmental study centres in Indonesia. The Environmental Management Act (1982) of Indonesia established the legal framework within which the central and provincial governments are obliged to cooperate in managing the rich natural resources of the country. One element of the strategy was the establishment of environmental study centres as distinct institutes within Indonesia's universities. The intellectual resources of the universities were to be drawn on to provide these centres with the required capacities for inter-disciplinary environmental research, training and policy advice. Each centre was expected to specialize in specific aspects of environmental research based on the unique natural resources of each province.

25. In the period 1982-1989, two successive UNDP projects, a total cost of $2.5 million (including a cost-sharing contribution of $550,000 from the Government of Indonesia) were implemented by the World Bank to develop 7 selected centres, out of a total of 50, as centres of excellence for environmental research, training and policy advice.

26. Definitions of environmental research tasks in the centres were not established at the inception of the programme. The evaluation found no clear evidence that the concerned institutions were adequately consulted, prior to the initiation of the projects, on the specific obligations required of them to act as counterpart institutions.

27. The projects were not considered to be cost-effective. Local intellectual input was neglected, particularly at the universities in Java, which the project was expected to mobilize and there was a corresponding over-reliance on expatriate resident advisers. The Government was unable to meet its contributions to finance research activities in view of the economic difficulties they faced at the time.

28. Since the projects evolved more as direct support to the institutions, institution-building itself became a subsidiary concern. The most tangible results are to be seen in the training of 60 academic personnel at the MSc level and in the equipping of laboratories and libraries.

29. In a few of the environmental study centres, an attempt was made to develop research agendas but these were not implemented as Government's funding was not forthcoming. The advisory relationship with the provincial governments did not develop as planned, and dialogue on environmental research between the centres and the provincial governments failed to materialize since this kind of research relationship was a completely new area for both parties. However, a constructive relationship did emerge between the centres and the provincial governments in training and consultancy services, which were essential to the latter in managing environmental legislation. It was expected that this relationship will later expand to encompass relevant environmental research. Very little contact was facilitated with other Indonesian environmental study centres that already possessed extensive resources. Attempts were made to establish twinning arrangements with foreign universities but this did not lead to any enduring relationships.

30. Disaster and development. A recent evaluation examined how disaster and development are related through the UNDP contribution towards disaster mitigation efforts in Bangladesh, Ethiopia and Ecuador. From these three country case-studies findings were derived for UNDP on how it may better support Governments in this critical area. The study found that Governments are willing to develop long-term strategies while the recollection of a recent disaster is still fresh but long-term orientation is lost as memory fades. Where efforts have been made at disaster preparedness, emphasis has often been placed on stockpiling and developing emergency response plans rather than on institutional strengthening. Moreover, Governments do not always recognize that disaster mitigation may be carried out at low cost by adjusting ongoing

development programmes. The study also found that independent measures taken by donors to bypass national structures are often undertaken in haste and are not always comprehensive in responding to disaster mitigation requirements. In many cases, Governments have been reluctant to use the expertise and support potentially available from non-governmental organizations and the private sector. Moreover, national relief agencies do not always want to yield leadership in disaster mitigation even where their institutional framework and resources may not be appropriate for the broader role of integrating development concerns with disaster-related issues.

B. Other major evaluations with a capacity-building component

31. Other major evaluations which were carried out in 1990-1991 were Aid coordinations in least developed countries (LDCs), Social Dimension of Adjustment in Africa and NATCAPs. The results of these initiatives were earlier reported on to the Governing Council at its thirty-eighth session (1991).

C. Cross-cutting issues emerging from the evaluations

32. Two significant cross-cutting issues emerge from these major evaluations.

33. A strategic approach to strengthening national capacity. The evaluations confirm the need for UNDP to develop an integrated conceptual framework, as requested by the Governing Council in its decision 91/26, for establishing and strengthening national capacity. UNDP has initiated preliminary work on such a framework that is expected, inter alia, to identify the basic capacities to be strengthened. These include: capacities to define and manage a long-term vision as well as the capacities to formulate and manage the resulting development policies and programmes, including monitoring and evaluation.

34. Evaluations of institutions have provided a larger perspective than traditional project evaluations for recipient Governments and UNDP. These have not been limited to assessing the UNDP contribution to these institutions but have covered the evaluation of the performance and impact of the institutions themselves. Relevance of policies and the contribution to national programmes were considered the critical issues in these evaluations. The wider utilization of the institutional evaluation modality can provide the basis for a dialogue with recipient countries on the relevance of current policies and institutions and on areas where UNDP assistance could be the most effective.

35. Substantive capacity within UNDP. All these evaluations indicate the need for strengthened substantive capacity in UNDP to address basic development issues and to undertake a policy dialogue with Governments.

36. This requires in particular a comprehensive institutional and socio-economic understanding of how technical cooperation can effectively contribute to support national development programmes, human development and capacity-building. This also presupposes an effective capacity to handle development issues and to be able to analyse lessons of experience and feed them back into operational settings. The issue of the substantive capacity of UNDP is being considered as part of the work on a strategic approach to strengthening national capacity.

D. Participatory evaluation

37. CEO is currently examining the extent to which participatory evaluation approaches, i.e., evaluation conducted by beneficiaries of a project assistance, may be integrated into the existing evaluation system. The first of several planned case-studies was carried out in the Southern Province of Zambia from April to July 1991, with the objective of determining the strengths and benefits of the participatory process as part of the evaluation modality.

38. In the first case-study concerning a post-harvest losses project, the beneficiaries themselves identified a number of problems relating to food security: the delayed receipt of fertilizers and seed; low prices for maize; delayed payment for produce sold; transportation problems; loss of cattle from disease; post-harvest losses; lack of agro-chemicals; and land and water problems. The communities discussed these issues, defined options and selected corrective actions for each problem area and committed themselves to implementing the proposed solutions.

39. The limitation of the methodology is that it requires a considerable amount of time and flexibility to ensure that the target community is able to participate in the exercise with minimum disruption to their routine activities. It also imposes an extra burden on those responsible for making the logistical arrangements since these measures cannot be processed centrally. It is also more vulnerable to local contingencies than other evaluation methodologies. In follow-up case-studies, CEO expects to sharpen the evaluation process by selecting projects at the mid-term stage, by providing for the closer association of beneficiaries and by testing different evaluation methods.

IV. FEEDBACK OF EVALUATION RESULTS INTO THE WORK OF UNDP

40. Project evaluation reports. CEO has received the number of project evaluation reports shown below during the last five years. Out of these 859 evaluation reports, 750 have been processed by CEO and entered into CEDAB.

Type of evaluation	1987	1988	1989	1990	1991
Mid-term	54	52	68	129	69
Terminal	97	92	110	99	58
Ex-post	9	5	7	6	3
Total	160	149	185	234	130
Cluster	2	4	9	6	2

41. The figures for 1991 are subject to upward revision as some evaluation reports completed late in the year may not have been received by CEO at the time of preparation of the present report.

42. Some 200 evaluations continue to be performed annually. While terminal evaluations used to be more common, in 1991 there was a perceptible continuation of the trend noted in 1990 and mid-term project evaluations now account for about 60 per cent of the total.

43. The number of cluster evaluations remains low. As such exercises are a cost-effective means of covering several associated projects through a single evaluation, thereby facilitating programme level assessments, CEO continues to recommend greater use of this modality.

44. Quality of projects and of evaluations. The evaluation findings for 546 projects in the CEO evaluation database covering the period 1985-1990 have been analysed with respect to adequacy of design and performance. The findings are as follows:

(a) 68 per cent of projects were adequately designed;

(b) 35 per cent of projects were successful and 59 per cent partially successful when assessed against overall objectives;

(c) 80 per cent of the evaluation reports may be considered good to satisfactory in the sense that they have provided sufficient data for a fair assessment of projects and to substantiate the proposed recommendations.

45. In terms of trends, the data available suggest a modest improvement in overall performance at the project level. CEO will continue to monitor these trends and assess any significant changes introduced through the support of the programme approach and the expansion of the national execution modality.

46. Thematic and sectoral analysis derived from project evaluation reports. Provision of more timely feedback to the staff involved in the formulation stage will be reinforced with data available in CEDAB. There is now sufficient data entered in CEDAB to permit CEO to draw certain thematic and sectoral conclusions. The preliminary results of such analyses are as follows.

Development planning

47. This analysis, requested by the Action Committee on 19 September 1990, was based on 33 evaluation reports recorded in this sector and available in CEDAB. The analysis confirmed the conclusions of earlier reviews of UNDP assistance for planning projects, which were carried out in 1979 and 1987. UNDP assistance has fallen far short of creating self-reliance in development planning. However, many intermediate objectives have been met. The preparation of medium-term plans, sector studies, advice on sectoral policy issues, and the training of nationals in planning methodology, macroeconomic analysis, project selection and monitoring have been successful.

48. The review indicated that recipient Governments need to be committed to making their planning agencies central to the decision-making process. Coordination between planning, finance and relevant sectoral ministries also needs strengthening. Political stability was considered essential to raising the level of competence in public service and to facilitating the development of sustainable national institutions.

49. Public participation (grass-roots, private and non-monetary sectors of the economy) in development planning was considered essential, as well as the availability of a minimal level of socio-economic data. When the share of foreign assistance in a plan was above a certain threshold, the review considered that there was too much emphasis given to aid coordination and fund-raising activities and not enough to the management of the development resources.

50. Planners also need feedback from implementation. Consequently, planning assistance should routinely include strengthening of the monitoring and evaluation system.

National execution

51. A review of 40 evaluations of nationally executed projects recorded in CEDAB found that most of them were successful or partially successful upon completion. The most tangible contribution of these projects was the strengthening of national capacities in science and technology, agriculture, and industry.

52. Most projects were satisfactorily designed. However, a number of others were weak in planning activities, identifying indicators of project success, and defining the institutional arrangements. In successful cases, the national implementing agency had a certain level of experience in technical cooperation projects and UNDP procedures and was thus able to use this modality efficiently.

53. There has been a tendency to rely on government agencies alone in project execution. National execution should not be limited to government agencies but should involve also the private sector and NGOs. Where they have been involved, United Nations specialized agencies proved to be useful in gaining

access to international or global expertise and resources, particularly in hiring consultants and in the selection of training institutions. Further involvement of specialized agencies of the United Nations system should be considered at the early stages of project design.

Agricultural development and support services

54. An analysis of the evaluations of 55 agricultural development and support services projects confirmed the findings of earlier reviews in this sector. Sustainability of project outputs leaves much to be desired. Three projects were deemed fully successful. Some of the factors which contributed to these successes were: a combination of a high degree of participation by the target group; dedicated and well-trained project personnel; appropriate technology; systematic project preparation; a professional and efficient management team; and an adequate and flexible training component.

55. Fifty-two projects were less than fully successful in that institutions failed to function after project completion, equipment was not being properly used, training programmes had not reached the target group or communication between project and the target group was less than desirable. The following were some of the main constraints identified by the analysis:

(a) Overly ambitious: expected project outputs were too ambitious considering their time-frame and the social and economic processes involved;

(b) Absence of participatory approach: the target group was not involved in the design of the project, resulting in a less-than-accurate identification of problems and a lack of the necessary support and participation at the community level;

(c) Absence of incentives: production incentives were not put in place. Moreover, the lack of marketing possibilities was a significant reason why farmers did not initiate or bother to sustain agricultural production;

(d) Inadequate extension at the field level;

(e) Inappropriate technology: failure to make use of appropriate technologies with resulting problems for adaptation as well as non-availability of spare parts;

(f) Inadequate evaluation feedback: inadequate use of monitoring and evaluation mechanisms during project implementation, which led to mistakes and constraints being detected too late or not at all.

Ex-post evaluations

56. An analysis was made of 18 ex-post evaluations of projects in a variety of sectors. This review was intended to assess the impact and sustainability of results.

57. The assessment of impact was generally at their qualitative level, primarily because of the absence of baseline data and indicators of success in project design. The inability of a few projects to generate the desired impact was attributed to: deficiencies in policies; overly ambitious targets; inappropriate technical approaches; and poor linkages between research, training and the transfer of technology.

58. The sustainability of results was related to the availability of adequate macroeconomic policies, the relevance of projects to target groups and the financial sustainability of the concerned institutions.

Conclusions derived from CEDAB-based reviews

59. The reviews underline the importance of placing UNDP technical cooperation activities in the context of national programmes. Thus, while projects may be successful in terms of their stated objective, their actual impact is very much a function of the larger national policy and programme environment within which they operate.

60. The reviews demonstrate that project-level evaluations may be analysed in volume and useful lessons drawn from this consolidation.

61. Gender issues as well as environmental concerns are generally lacking in the evaluation reports reviewed, particularly in the area of ex-post evaluations. CEO has started to address these issues through training its staff and further developing the existing monitoring and evaluation guidelines.

62. Summaries of the CEDAB-based analysis are being disseminated in a series of short papers entitled "FEEDBACK", initiated in October 1991 and made widely available to UNDP, concerned national and United Nations system staff as well as members of the Governing Council.

V. DEVELOPMENT OF NATIONAL MONITORING AND EVALUATION CAPACITY

63. Monographs for Sri Lanka and India were produced and finalized in the last quarter of 1991. These will contribute to a forthcoming seminar organized by the Development Assistance Committee of the Organisation for Economic Cooperation and Development (DAC/OECD) and the Asian Development Bank in Kuala Lumpur in May 1992. Representatives of concerned Governments both from the region and from the donor community are expected to attend.

VI. OTHER EVALUATION WORK

64. The United Nations Sudano-Sahelian Office (UNSO). Four evaluations were carried out in 1991: two in agro-forestry (in Burkina Faso and Niger); one in lake rehabilitation for agricultural production; and one in Mali and in Gambia on the development of improved cooking stoves.

65. With regard to both projects in agroforestry, it was recommended that the participation of beneficiaries be promoted in line with the UNSO emphasis on participatory development. In the case of Burkina Faso, it was recommended to concentrate the efforts in a few areas in order to develop effective techniques before their further dissemination. The evaluation of the cooking stove project marked the termination of UNSO activities in this field in the Gambia as promotional activities have been since transferred to the Department of Community Development. UNSO also assisted the UNDP field office in Senegal in the evaluation of the fourth country programme.

66. The evaluation activities of other funds, including the United Nations Capital Development Fund and the United Nations Development Fund for Women, will be reported to the Governing Council in their individual biennial reports.

VII. EXTERNAL RELATIONS

67. The development of professional relationships with the other evaluation services of both bilateral and multilateral agencies is a feature of the last five years of CEO work. Joint evaluations have in the past been undertaken with the Governments of Japan, Germany, Netherlands and Norway. Future collaboration is planned with the Governments of Australia and the United States. Similarly, CEO continues to participate in and benefit from the professional debates of the DAC/OECD Expert Group on Evaluation and the Inter-Agency Working Group on Evaluation (IAWG), including the exchange of experience on evaluation issues in both process and substantive areas.

68. The promotion by the DAC/OECD Expert Group on Evaluation of joint and concurrent evaluations at different levels (programme, sector, theme and country) has provided opportunities for CEO to continue and develop its association with evaluators in the donor community. Joint evaluations carried out with the evaluation services of developing countries have not yet occurred; CEO will continue to pursue this objective actively during the fifth cycle.

69. IAWG last met in Geneva in March 1991 to discuss issues of mutual concern. The role of the United Nations agencies in the evaluation of country programmes and nationally executed projects was addressed, as was the evaluation of headquarters programmes. The Joint Inspection Unit also took on active part in this meeting. The next IAWG annual meeting, scheduled for March 1992, is expected to focus on feed-back of lessons into programmes and projects, the use of the project evaluation database and gender issues in evaluation.

VIII. WORK PLAN FOR 1992-1993

70. The work plan is presented for the biennium 1992-1993, as requested by members of the Governing Council during the thirty-eighth session. This work plan is consistent with the activities related to evaluation and funded under SPR, as presented in document DP/1992/7.

CEO WORK PLAN 1992-1993

GOALS	OUTPUTS	DEADLINE
CORPORATE GOALS		
1. Evaluation activities related to UNDP areas of focus		
1.1 Evaluation activities related globally to the areas of focus	1.1.1 Guidelines for monitoring and evaluation of the six areas of focus at the global and country levels	1992
1.2 Evaluation activities related to a specific area of focus		
1.2.1 Poverty eradication and grass-roots participation in development	1.2.1.1 One case study on participatory evaluation	1992
	1.2.1.2 Specific aspects of participatory evaluation to be included in the general guidelines	1992
	1.2.1.3 Review of participatory evaluation reports	1993
	1.2.1.4 Assessment of UNDP technical cooperation impact in the fourth cycle on poverty eradication	1992
	1.2.1.5 Contribution to the DAC expert group on evaluation on poverty eradication	1992
	1.2.1.6 Contribution to the DAC expert group on evaluation on NGO activities	1992
	1.2.1.7 Evaluation report of SPR-funded activities	1993
1.2.2 Environmental problems and natural resource management	1.2.2.1 Cluster projects evaluation in one East European Country (energy and environment)	1992

GOALS	OUTPUTS	DEADLINE
	1.2.2.2 Evaluation report of SPR-funded activities	1993
1.2.3 Management development		
Monitoring and evaluation	1.2.3.1 Country study reports on national capacity in monitoring and evaluation: Vietnam, Brazil, Guinea and five other countries	1992/93
	1.2.3.2 Advisory Services for Morocco	1992
	1.2.3.3 Synthesis of monographs for Asian countries (DAC seminar in Kuala Lumpur)	1992
	1.2.3.4 Study Tour for Guinea and Brazil	1992
	1.2.3.5 Study Tours for two other countries	1993
National execution	1.2.3.6 Guidelines for monitoring and evaluation for nationally executed projects	1992
	1.2.3.7 Training courses in monitoring and evaluation	1992/93
Programme approach	1.2.3.8 Guidelines for monitoring and evaluation	1992
Capacity-building	1.2.3.9 New guidelines for monitoring and evaluation for capacity-building, including institution-building	1992
	1.2.3.10 Contribution to DAC expert group on evaluation	1993
	1.2.3.11 Evaluation report of SPR-funded activities	1993
1.2.4 Technical cooperation among developing countries	1.2.4.1 Directory of monitoring and evaluation central authorities incorporated in TCDC-INRES	1992
	1.2.4.2 Support for TCDC between Morocco and Guinea in monitoring and evaluation	1992
	1.2.4.3 Evaluation report of SPR-funded activities	1993
1.2.5 Transfer of technology	1.2.5.1 Report on UNDP experience in LDCs	1993
	1.2.5.2 Guidelines for monitoring and evaluation of projects related to transfer of technology	1992
	1.2.5.3 Evaluation report of SPR-funded activities	1993
1.2.6 Women in development	1.2.6.1 Case studies in ex-post and participatory evaluations	1992

GOALS	OUTPUTS	DEADLINE
	1.2.6.2 Guidelines for monitoring and evaluation	1992
	1.2.6.3 Evaluation report of SPR-funded activities	1993
PROGRAMME GOALS		
2. Evaluation activities related to effectiveness and efficiency of programming and programme quality		
2.1 Evaluation activities related to cost-effectiveness	2.1.1 Issues paper and case studies on cost-effectiveness of technical cooperation	1993
2.2 Efficiency of programming	2.2.1 Contribution to report to Governing Council on efficiency of programming	1993
2.3 Country programme evaluations	2.3.1 Two case studies	1992
	2.3.2 Guidelines	1993
2.4 Project impact evaluations	2.4.1 Eight ex-post project impact evaluations	1992/93
2.5 Action Committee/PAC impact	2.5.1 Assessment report	1993
3. Other programme, policy and process evaluations		
3.1 Disaster and Development	3.1.1 Impact of Humanitarian Programme	1993
	3.1.2 Institutional memory	1992
	3.1.3 Training of UNDP staff by CEO	1992/93
3.2 Aid coordination in LDCs	3.2.1 Contribution to report to Governing Council	1992
3.3 Support costs	3.3.1 Design of monitoring and evaluation system	1992
3.4 Sectoral support	3.4.1 Contribution to report to Governing Council	1993
3.5 UNCDF feedback system	3.5.1 Contribution to report to Governing Council	1992
3.6 Senior Management Structure	3.6.1 Contribution to report to Governing Council	1992
3.7 Monitoring and evaluation for leather sector in India	3.7.1 Assistance in designing the monitoring and evaluation system	1992/93
3.8 Senior Economist Programme in Africa	3.8.1 Evaluation report	1992

GOALS	OUTPUTS	DEADLINE
3.9 Use of equipment	3.9.1 Report	1992
3.10 Industrial development in Africa	3.10.1 Evaluation report	1992
3.11 Pilot exercise of enhanced divisional management	3.11.1 Contribution to the assessment	1992/93
3.12 Management support agreement impact on national capacity	3.12.1 Evaluation report	1992/93
3.13 UNDP role in joint operations as African Management Services Company, Global Environment Facility, Social Dimensions of Adjustment	3.13.1 Evaluation report	1992/93
3.14 Impact of regional, interregional and global programmes	3.14.1 Evaluation report	1993
3.15 Transfer of Knowledge through Expatriate Nationals	3.15.1 Evaluation report	1992/93
3.16 Metrology	3.16.1 Evaluation report	1992
4. Evaluations of programmes funded by SPR resources but not related to the six thematic areas		
4.1 Disaster mitigation		
A1: Disaster preparedness	4.1.1 Contribution	1994
A2: Emergency relief	4.1.2 Contribution	1994
A3: Reconstruction and rehabilitation	4.1.3 Contribution	1994
A4: Refugees and displaced persons	4.1.4 Contribution	1994
4.2 Special and/or new activities		
C1: Human development report	4.2.1 Contribution	1993
C2: Special Economic plan for Central America	4.2.2 Contribution	1993
C3: UNPAAERD	4.2.3 Contribution	1993
C4: Drug abuse control	4.2.4 Contribution if requested	1994
C5: HIV/AIDS	4.2.5 Contribution	1994
C6: Social Dimensions of Adjustment	4.2.6 Contribution	1993

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GOALS	OUTPUTS	DEADLINE
C7: World Conference on Education For All	4.2.7 Contribution if requested	1994
C8: Private sector development	4.2.9 Contribution if requested	1994
C9: NGOs	4.2.8 Contribution	1993
4.3 Aid coordination		
D1: Support to Roundtable and Consultative Group meetings	4.3.1 Contribution	1993
D2: NaTCAPs	4.3.2 Contribution	1994
D3: Needs assessments and Country Programme reviews	4.3.3 Contribution	1994
D4: Country Programme initiatives	4.3.4 Contribution	1994
4.4 Programme development		
E1: Project Development Facility	4.4.1 Contribution	1994
E2: Evaluation and training	4.4.2 Contribution	1994
E3: Programme research	4.4.3 Contribution if requested	1994
4.5 Assistance to Palestinian people	4.5.1 Contribution	1994
OPERATIONAL GOALS		
5. Feedback of evaluations in programme and projects		
5.1 Development of databanks	5.1.1 Expansion of the existing databanks	1992/93
	5.1.2 Establishment of the databank on country programmes	1992
	5.1.3 Establishment of the databank on terminal reports	1992
	5.1.4 Establishment of the global database software	1992
5.2 Accessibility to the users	5.2.1 Introduction to the LAN	1992/93
	5.2.2 Training of UNDP staff	1992/1993
5.3 Dissemination of lessons	5.3.1 Programme Advisory Note on trade policy	1992
	5.3.2 Programme Advisory Note on special public work programme	1992

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GOALS	OUTPUTS	DEADLINE
	5.3.3 Issues of "FINDINGS"	1992/93
	5.3.4 Issues of "FEEDBACK"	1992/93
6. Direct support to Regional Bureaux	6.1 Backstopping activities Review of terms of reference Briefing and debriefing of consultants Inter-bureau working group Project Appraisal Committees	1992/93
EXTERNAL RELATIONS		
7. Relationships with donors, recipient countries, Governing Council and Agencies		
7.1 Accountability of the Administrator	7.1.1 Reports to the Governing Council	1992/93
7.2 Relationships with United Nations agencies	7.2.1 Papers for the Inter Agency Working Group	1992/93
7.3 Relations with DAC expert group	7.3.1 Papers for DAC meetings	1992/93
7.4 Joint evaluations	7.4.1 With donors	1992/93
	7.4.2 With agencies	1992/93